

Neighborhood Planning for Community Revitalization

Central Avenue Parking Study: Collaboration and CPTED in practice

A CONSORTIUM PROJECT OF: Augsburg College; College of St. Catherine; Hamline University; Higher Education Consortium for Urban Affairs; Macalester College; Metropolitan State University; Minneapolis Community College; Minneapolis Neighborhood Revitalization Program; University of Minnesota (Center for Urban and Regional Affairs; Children, Youth and Family Consortium; Minnesota Extension Service); University of St. Thomas; and Minneapolis community and neighborhood representatives.

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**Center for Urban and Regional Affairs
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**Prepared by
Catherine Geisen-Kisch
Graduate Research Assistant, University of Minnesota**

**Conducted on behalf of the
Holland Neighborhood Improvement Association
October 1998**

*This report [NPCR 1110] is also available at the following internet
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Executive Summary

Central Avenue's surrounding neighborhood residents want the Avenue to be friendlier, to seem safer from crime and nuisance behavior, and to provide more of their daily needs. They recognize that traffic driving in from other areas will support many of the businesses, thus they are aware that rear parking is as important as a pedestrian-friendly storefront. Central Avenue is in the midst of implementing a plan for this future. Objectives feeding into the goals include increasing housing density, reshaping the physical street, adding pedestrian lighting and encouraging tired landlords to sell or redevelop their buildings to accommodate targeted businesses.

This study, commissioned by the Holland Neighborhood Improvement Association, encompasses an eight-block area along Central Avenue (please refer to the study area map on the opposite page) and provides an analysis of how the neighborhood commercial district and the abutting residential area can be strengthened through the enhancement and efficient use of its rear parking areas.

Strengths and challenges specific to each block within the study area are explored from a physical design and crime prevention perspective within the section entitled, *Evaluation of Individual Blocks*. This information is a summary of the major findings as identified with the assistance of area residents, business/property owners and city staff during numerous interviews and two multi-disciplinary walkthrough visits of the study area. Specific comments are highlighted within *Appendix C: Business, Property Owner and Resident Interviews Comments* and *Appendix E: Walkthrough Comments – A detailed listing of the issues identified by City Staff and community representatives*. The principles of Crime Prevention Through Environmental Design (CPTED) provided a mechanism to comprehensively assess the rear parking and alleyway areas, illustrating the amount of compromise and collaboration needed to maximize the district's potential while complying with local zoning requirements. The following applications of CPTED identify the main objectives for redevelopment:

- Define private and semi-public space, and when possible, separate commercial and residential uses along the alleyways.
- Encourage investment in physical improvements and enforcement of existing maintenance standards to strengthen the sense of security and ownership in the community. Make use of City Staff to ensure compliance with standards.
- Maximize opportunities for natural surveillance through effective site and building design as well as the scheduling and placement of activities.
- Create opportunity for natural access control and movement of people and cars through effective design and safety standards.
- Create a greater sense of place and a desired destination for customers and area residents.

Building owners, public officials and residents involved have expressed their willingness to "do their part" in this and other aspects of "Making Central Avenue Great" – so long as everyone does their part, too. A collective, comprehensive planning effort is needed to revitalize the Central Avenue business district.

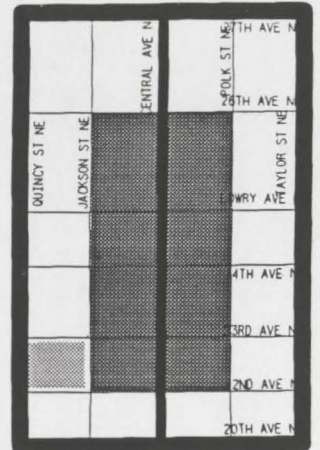
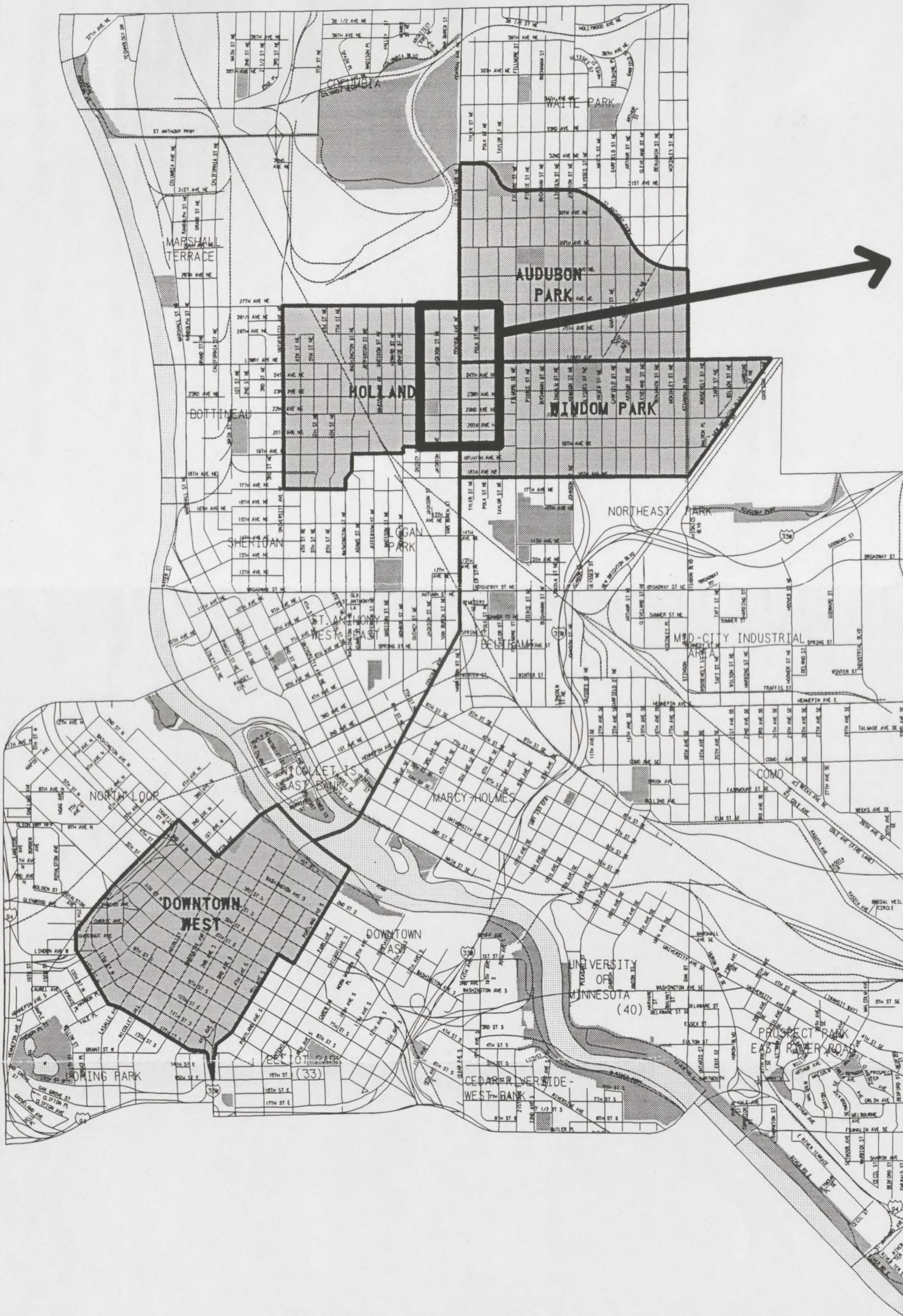
This study lists block-by-block considerations and provides a model for older commercial districts to work collaboratively with city staff to revitalize their neighborhood. The product of this report is a concept plan for one block within the study area, referred to as the Marino's Block. A listing of priorities for further consideration, preliminary cost estimates and resources available to the community are also provided. The Marino's Block was a prime candidate for the project due to the shared parking and maintenance arrangement that currently exists between the four property owners on the block. The process involved in the acceptance of this concept plan by city staff (through the Site Plan Review Process) and planning considerations are outlined to provide the neighborhood with a model to continue with the remaining blocks along the Avenue. To further assist in this regard, the report provides examples of goals, objectives, and strategies, and offers suggestions for successful implementation of the project.

The trends affecting Central Avenue are indicative of mixed-use urban neighborhoods. In this manner, the revitalization efforts along Central Avenue may serve as a demonstration project for other mixed-use corridors throughout Minneapolis, as well as in other metropolitan areas.

This study requires that individual businesses and property owners work together to determine redevelopment priorities and provides tools for the community to follow through with the implementation and decision-making process as a collective effort to strengthen their sense of community and the viability of their commercial district.

CENTRAL AVENUE PARKING STUDY AREA

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Introduction

Study Area

Central Avenue is a principal corridor connecting ten Minneapolis neighborhoods. Revitalization of this corridor is implicit in any such efforts for its surrounding neighborhoods. The study area for this report is bounded by 22nd Avenue Northeast on the south and 26th Avenue Northeast on the north, extending one block both east and west along Central Avenue in Northeast Minneapolis. *Appendix A: Central Avenue Parking Study Area.*

Previous Studies

Working directly with area businesses, property owners, residents and City Staff, this study will build upon previous neighborhood planning efforts to identify issues of concern and establish a framework to transform the parking areas along Central Avenue into a "new urbanesque" asset for the commercial district and adjacent residential areas.

The Audubon, Windom Park and Holland neighborhoods have all begun implementation of their Neighborhood Revitalization Program (NRP) plans.¹ In September 1997, the combined effort of the three neighborhoods produced a comprehensive study entitled "Making Central Avenue Great."² Dubbed the Northeast Minneapolis Central Avenue Plan, it codified the need to revitalize Central Avenue and the surrounding housing stock. This study identified the retail core of Central Avenue as the area between 20th Avenue Northeast and 26th Avenue Northeast. The plan recommends that the commercial strength be upgraded within this area to (1) provide a greater variety of types and quality of goods and services; (2) increase the number and variety of attractive employment opportunities; (3) enhance investor confidence; and (4) enhance the attractiveness for those who visit, live and shop along the Avenue.

Compared to most urban commercial corridors, Central Avenue is fortunate to have sufficient parking to meet current needs.³ The parking areas, however, are underutilized and could be managed more effectively to invite more frequent use. This study will suggest strategies to improve the function and attractiveness of the area, believing that such enhancements represent a logical and practical first step toward accomplishing the remaining goals identified by the Central Avenue Plan.

*"I remember
when you could
buy everything
you needed along
the Avenue. I got
my letterman's
jacket here."*

*~ Property Owner
Ed Matthes*

Transformation of a Commercial District

Over recent years, the character and type of businesses along the Avenue have changed significantly. The exodus of long-term residents and property owners to the suburbs and competition from big box retail developments has severely affected Central Avenue's commercial corridor. Other trends include the rise of absentee landlords and an influx of minority/immigrant-based populations, notably from the Hispanic, Southeast Asian and African communities.⁴ The replacement of the post office in 1983 with an ethnic restaurant is an example of the trends affecting Central Avenue.

There was a time when everything you needed to sustain a moderate lifestyle could be purchased from the small shops along Central Avenue. Today, Central Avenue lacks a major destination business and owners talk of the declining purchasing power among those who shop along the corridor. These transformations have also impacted the perception of safety in the area.

Refer to Appendix L: History of Use: Marino's Lot.

In 1997, 45 percent of Central Avenue's businesses were categorized as service. *Refer to Chart One: Division of Trades within Study Area on the following page.* Although the movement towards a more service-based economy is common throughout America, it is important to note that the majority of services provided along Central Avenue consist of social and personal counseling, job placement and check cashing services which cater to a clientele comprised of predominately low-income residents. Retail businesses find it difficult to make a profit in this environment, due to the lack of disposable income of those who rely on Central Avenue for their daily shopping.⁵ Not surprisingly, businesses experience difficulty affording the cost of physical improvements to their properties. Interviews with area businesses and property owners indicate almost a "wait and see" attitude. Many express a desire to enhance their property but are waiting for positive improvements to begin in the area prior to making any personal investments. This uncertainty is most evident within the rear parking areas and alleyways where poor maintenance contributes to the perception of crime and threatens the sense of ownership and community along the corridor. For some, the public realm is to be avoided.⁶

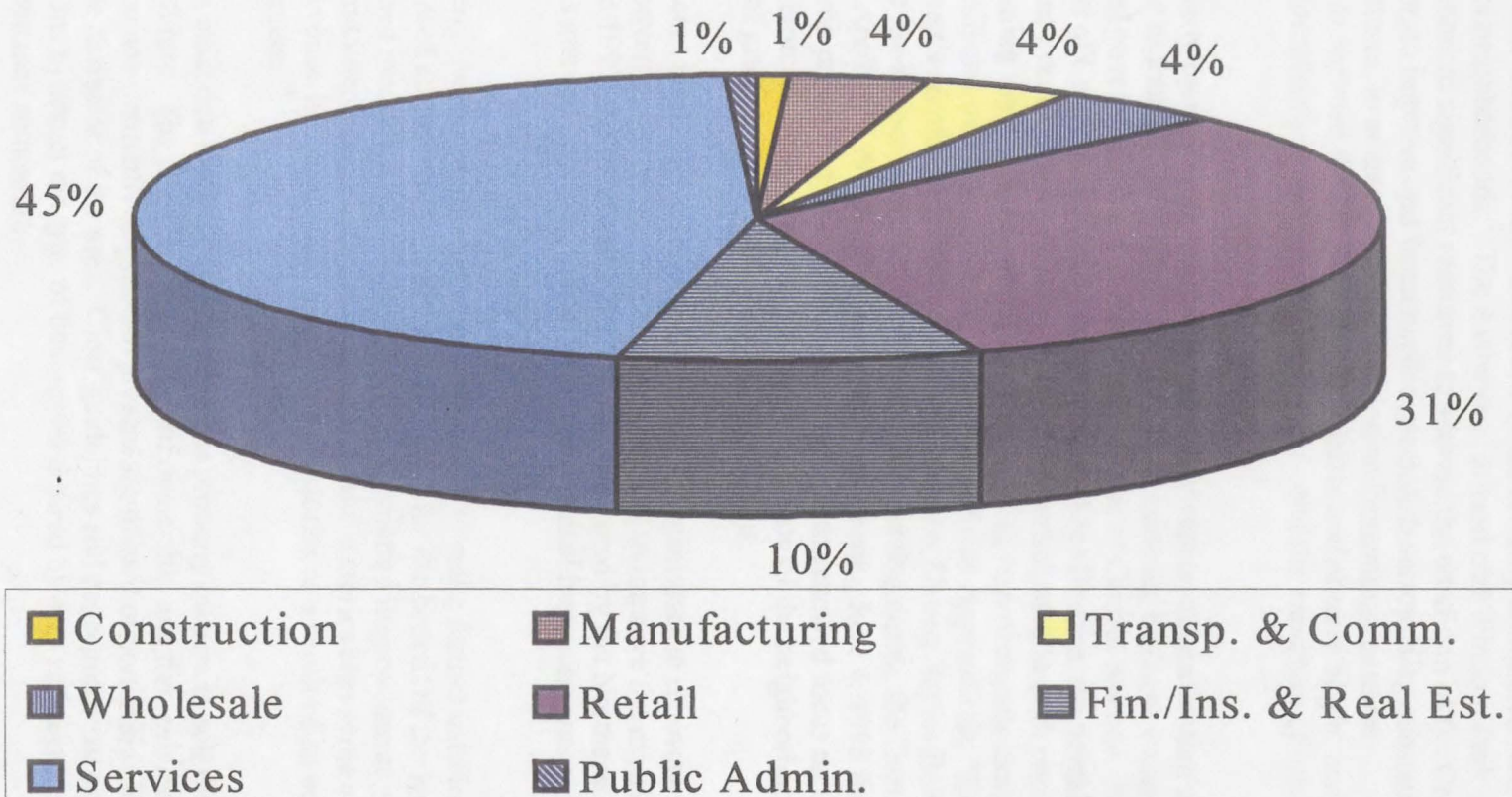
Challenges aside, the importance of the study area as a commercial corridor is clearly illustrated by *Table One* (below), 66 percent of all businesses along Central Avenue (between 18th and 29th Avenues) are located within the study area. The study area boasts approximately 74 percent of the total retail and 93 percent of the professional services along the avenue. Despite this large concentration, the quality of Holland area businesses was rated "poor" by 49 percent of respondents in a 1998 survey conducted by the Holland Neighborhood Improvement Association. The result is that many neighborhood residents follow the advertising of larger retailers to fulfill their daily needs.

Table One: Business Distribution along Central Avenue and within Study Area.

	18 th to 29 th Avenues 1801 to 2851	Study Area 2200 to 2555	% of Avenue Trade
Agriculture/Construction	4	1	25.00
Manufacturing	9	5	55.56
Transportation/Communications/Utilities	5	5	100.00
Wholesale Trade	9	6	66.67
Retail Trade	57	42	73.68
Finance/Insurance/Real Estate	14	13	92.86
Services	104	61	58.65
Public Administration	2	1	50.00
Totals	204	134	65.69

Source: Contact Influential, Marketing Information Services, Inc., Minneapolis Metro.

**Chart One: Division of Trades
within Study Area**



Source: Evaluation of 1997 SIC Codes, Contact Influential.

Forces of Change

Many opportunities exist for Central Avenue as a result of the recently completed NRP plans from each of the adjacent neighborhoods.⁷ The Audubon, Holland and Windom Park neighborhoods have earmarked significant resources to address the condition of the Central Avenue business corridor, to improve and when needed, demolish surrounding substandard or vacant housing and structures, to address crime prevention and encourage exterior improvements. *Hoping to improve the physical characteristics and remove blight, each neighborhood referred specifically to activities occurring in - and the condition of - their respective alleyways.*

Area residents' and property owners' activism has successfully captured the attention of local government. Every three to four weeks at 6:00 a.m., 20 to 30 residents, business owners and representatives from local government meet to discuss the future of Central Avenue. More recently, with the support of Council Members Paul Ostrow and Joe Biernat, the neighborhoods sponsored two open house events. Approximately 300 people participated in both events, offering feedback concerning the proposed streetscape and lighting improvements along Central Avenue along with the mill and overlay scheduled in 1999.⁸ ***Refer to Appendix B: "Early Risers Focus on Northeast's Health."*** The Mayor of Minneapolis, Sharon Sayles Belton, continues to demonstrate her support for Central Avenue, emphasizing during the Central Avenue Open House on April 16, 1998 and during a breakfast meeting June 4, 1998 that Central Avenue is one of her "main priorities for the upcoming year". This renewed focus on Central Avenue within local government bodes well for the implementation of the neighborhood plans and the possible receipt of grant moneys and legislative allocations.

Also encouraging, are recent improvements made by numerous businesses to renovate second floor housing units, to convert vacant space into artist studios and to improve the exterior facades of their properties. Since 1993, the Paint and Fix program, sponsored by the Northeast Business Association (NEBA), has granted matching grants funds for physical improvements along the corridor.

During interviews, property owners confirmed their willingness to make further exterior improvements and expressed an interest in working with others for the benefit of the larger community. The increased media attention and planned infrastructure improvements seem to motivate further action and interest within the community. Positive stories also serve as catalysts for change and Central Avenue is blessed with many positive stories as a result of its committed body of leaders and volunteers.⁹

Still further opportunities exist due to the intent of numerous property owners to sell their property within the near future. The possible changeover of ownership and the revision of the Minneapolis zoning ordinance (currently in process) present significant opportunities for the neighborhood to mold the character of the area. Clear guidelines and procedures are needed for neighborhood organizations to attract the type of businesses desired by area residents and to enforce design and maintenance standards.

Central Avenue is still very much a vibrant commercial corridor. In a recent Star Tribune article Gerry Rekuski, owner of Rekuski Paint, estimates that approximately 90 percent of his business is drawn from outside the surrounding area. Ed Matthes, the owner of Marino's, believes that the increasing numbers of "out-of-towners" at his restaurant is due to the relocation of many former residents to neighboring suburbs. The proposed addition of pedestrian street lighting along Central Avenue, coupled with improvements to the physical character of the parking areas and alleyways, may increase the likelihood that such customers will remain along Central Avenue for further purchases and entertainment.

In many respects, Central Avenue is already "great". The focus should be on making it even greater. The commercial district is conveniently located along a major transportation corridor within miles of the downtown area. It has ample parking and its stores offer personalized service. Speaking with residents, Central Avenue has a small town feel and lacks the confusing chaos of larger retail outlets.¹⁰ These strengths can be marketed to the outside community. Central Avenue's diversity and urban scale should be celebrated.

Crime Prevention Through Environmental Design (CPTED)

The principles of Crime Prevention Through Environmental Design (CPTED)¹¹ serve as a framework for the assessment of Central Avenue's parking areas and alleyways. The term "crime prevention through environmental design" was used first in a 1971 book by a criminologist named C. Ray Jeffrey.¹² Today, CPTED (pronounced "sep-ted") focuses on how to design or redesign the built environment to reduce opportunities for crime. CCP SAFE (Community Crime Prevention: Safety for Everyone) staff within the Minneapolis Police Department is working to increase the use of CPTED within the site plan review process of the City's zoning and planning departments. A review of the underlying principles of CPTED is necessary to determine their application to the study area. A relatively new concept, CPTED is increasingly employed by local governments to assist in urban revitalization and crime prevention efforts. Although "the language of CPTED principles are reflected in the planned revision of the Minneapolis zoning ordinance," local government could go much further in supporting mixed-use developments.¹³ This study suggests that the City of Minneapolis follow the lead of many other cities through the creation of a CPTED task force. Further, that the City of Minneapolis require a CPTED evaluation prior to site plan review or permit approval. Staff working with the Neighborhood Revitalization Program (NRP) and Community Crime Prevention SAFE have expressed their ardent support for such a process. CPTED empowers neighborhoods and individual property owners by increasing their control over the type and quality of use in their community. This project demonstrates the potential for CPTED to serve as the foundation for a more comprehensive site plan evaluation.

Principles of CPTED

CPTED's goal is to reduce opportunities for potential offenders to commit crimes, whereas traditional crime control focuses primarily on the apprehension and prosecution of offenders. The four principles are highlighted below in Table Two.

Table Two: CPTED Principles

Natural surveillance	The placement and design of physical features to maximize visibility. This will include building orientation, windows, entrances and exits, parking lots, walkways, guard gates, landscape trees and shrubs, fences or walls, signage and any other physical obstructions. Appropriate lighting and effective placement of persons and/or activities to maximize opportunities for natural surveillance.
Natural Access Control	A space should provide a natural indication of where people are allowed and are not allowed. Security thus becomes part of the layout through the use of sidewalks, lighting and landscaping which help to guide the public to and from entrances and exits. The uses of fences, walls or landscaping are also effective tools to prevent and/or discourage public access to or from dark and/or unmonitored areas.
Territorial reinforcement	This concept embodies all natural surveillance and access control principles to express ownership and proprietary behaviors by restricting use.
Maintenance	Property that is well maintained and cared for serves as a deterrent to crime. Such efforts inform would-be criminals that someone is monitoring the area.

Source: "The Secure Store: A Clean, Well-Lighted Place" by Timothy D. Crow.

*Examples of CPTED Strategies:*¹³

The below list of strategies suggest ways in which the principles of natural surveillance, natural access control, territorial reinforcement and higher maintenance standards may be implemented to help increase the perception of safety for normal users, while increasing the apparent risk for offenders.

- Clearly define the borders of controlled space.
- Clearly mark transitional zones indicating transition from public to semi-public to private space.
- Relocate gathering areas to locations with better opportunities for natural surveillance and access control.
- Place 'safe' activities in 'unsafe' locations (and vice versa) to maximize the natural surveillance opportunities offered by such activities and/or areas. (For an example of this strategy, please refer to the below paragraph.)
- Re-designate the use of space to provide natural barriers (vegetation, fencing and/or transition uses) to conflicting or 'non-compatible uses' and activities, such as a daycare facility and an adult bookstore.
- Improve the scheduling of space to allow for effective use. An example involves the scheduling of park activities or toddlers' classes during daylight hours. Other considerations include maximizing positive use of park time, to reduce or eliminate the amount of inactivity or unsupervised periods.
- Redesign and/or enhance space to increase the perception or reality of natural surveillance.
- Overcome distance and isolation through improved communications and design efficiencies.

"By better maintaining alleyways and making them appear "semi-private" instead of "semi-public," foot traffic through these areas may be reduced, which will in turn reduce the number of potential offenders who are moving through these areas."

*~ Dan Niziolek,
Minneapolis CCP SAFE*

These concepts originate largely from the writings of Jane Jacobs, Oscar Newman and Timothy Crowe. In her book, The Death and Life of Great American Cities, Jacobs emphasizes the need to orient buildings toward the street and the need for distinctions to be made between public and private spaces. Mixing "safe" and "unsafe" activities within the same area, such as placing automatic teller machines where there is a substantial amount of human activity, or establishing a community park in an area where there are a number of abandoned buildings, are both examples of natural surveillance. Oscar Newman, suggests in his book, Defensible Space, how an individual's sense of territoriality (informal social surveillance) can be enhanced by the surrounding architecture. Newman stresses the need to create real and symbolic barriers as well as opportunities for residential surveillance. Proper design, he asserts, may greatly alter the visual impact of a neighborhood or housing project, acknowledging that run-down, neglected areas often appear more vulnerable to potential offenders. Timothy Crowe, a practicing criminologist and author of the book, Crime Prevention Through Environmental Design: Applications of Architectural Design and Space Management Concepts, has helped to package and further develop the guiding principles of CPTED. In doing so, Crowe has helped to improve communication and partnership between the design/planning and law enforcement communities. Crowe believes that an effective CPTED program and design review process must involve all local agencies, including police, fire, public works, traffic, and administration.

Effectiveness of CPTED

According to Dan Niziolek, Minneapolis CCP SAFE Specialist, the Horn Terrace public high rise complexes in south Minneapolis experienced a 40 percent reduction in police calls through (1) reducing the number of common entrances from six to two, (2) relocating below ground gathering areas to ground level, coupled with the addition of new retail shops to increase opportunities for natural surveillance, and (3) enhancing and better defining the exterior property with decorative wrought iron fencing.

Planning literature and departments across the nation increasingly acknowledge the role of CPTED in creating safe, livable communities. Many of the principles are in fact quite similar to the concept of new urbanism in that they encourage increased social interaction and the creation of "pride of place and ownership".¹⁵ A 1997 survey of approximately 25 local governments in cities throughout the nation suggests the increasing importance of CPTED. The report, prepared by planners, Dave Brennan and Al Zelinka, mentions the 1993 CPTED program adopted by St. Paul's planning and economic development department which requires safety-related design features to be included in all city-funded projects.

When applied to commercial areas, efforts to combat vandalism and create an appearance of informal surveillance, CPTED principles have improved people's perception of the area. In addition, crimes such as damage to automobiles and theft from automobiles may be effectively reduced by a neighborhood effort to change the character of alleyways. Creating the appearance of social surveillance may effectively reduce such "opportunistic" crimes, which are more likely to be committed by people from outside the immediate area.

The effectiveness of CPTED, however, is difficult to quantify in real terms. What is the value of an increased sense of security and community? Are such beneficial outcomes directly reflected in property values and/or reduced crime statistics? Obtaining accurate data is a challenge for many reasons. The first reason is due to the inaccuracy of statistics in reported crime simply because not all crimes are reported. Ironically, the Lyndale Neighborhood in south Minneapolis experienced an increase in reported crime following the implementation of streetscape improvements.¹⁶ This is not to say that crime actually increased. The higher statistics were in fact a result of an increased sense of ownership and community. Residents and property owners actually began reporting more suspicious behavior. Another reason for the lack of quantitative data is because of the inability of replicating research and the findings of any particular project due to the different variables and measures being used. Some critics argue that some of the underlying components of CPTED are poorly defined and that rather than reduce crime; physical changes to the environment merely displace crime. They assert that while CPTED techniques focus on reducing the opportunity for potential offenders to commit a crime, they may not address the factors which cause or contribute to crime. For example, there is strong indication that increased lighting decreases the fear of crime, there is, however, no statistically significant evidence that street lighting affects the actual level of crime. What many studies fail to do, however, is to evaluate the quality of lighting employed. As will be discussed in greater detail within the lighting segment of this report (beginning on page 14), increasing the amount of lighting is not necessarily the answer.

More important is the growing body of examples citing how physical changes and/or enhancements to property have proven instrumental in reducing the perception of crime and in strengthening the sense of community and ownership among residents and property owners. In one such example, CPTED served as a component of the Systems Approach to Community Crime and Drug Prevention demonstration program funded by the U.S. Department of Justice's Bureau of Justice Assistance in the late 1980s. An evaluation of four demonstration cities concluded that "CPTED was a very effective cornerstone and tool in many areas." Projects involved the installation of decorative fencing to act as a barrier to drug dealers while instilling a sense of territoriality among residents and the immediate repair of broken street lights in separate public housing projects.¹⁷

The empowering concepts of CPTED provide methods to "effectively discourage crime and, in the process, bring back the beauty and economic viability of our older urban areas."

~ "CPTED, Crime Prevention from the Ground Up."

For many local governments across the nation, CPTED represents the initial step of the site plan review process whereby a CPTED Task Force brings together city planners, law enforcement officers, building officials, and engineers to review all public improvement and major land development projects.¹⁸ In Gainesville, Florida, city staff reviews all new site plans (residential and commercial developments) to ensure that they will result in lively streetscapes. Project Director and Planner, Sterling Keys, believes that by "first increasing the sense of ownership in an area, the desire to monitor and patrol the area is also heightened." Second, by incorporating the right physical design and feel of "territoriality," potential criminals will feel unwelcome.¹⁹ Sherry Plaster, Chief Planner for Sarasota, Florida, states "CPTED is one of the most exciting concepts I've discovered during my 19 years as a city planner."

Applied to the interior, CPTED principles have also helped to increase the security and profitability of participating businesses. "A store that is attractive, well lighted, and open is appealing to customers, especially in the convenience industry, which thrives on impulse shopping and buying."²⁰ One Texas-based convenience store company increased the opportunity for natural surveillance and proprietary behavior by opening the interior layout of their stores. "Spacious aisles, lower shelving, proper lighting and placement of staff areas have reportedly increased sales by as much as 30 percent and reduced losses by as much as 50 percent."²¹

More importantly, CPTED resonates with Central Avenue's residents and business/property owners. During discussions with business and property owners, several indicated a desire to have a thorough CPTED review conducted of their property.²² Residents and property owners believe that improving the physical character of the rear parking areas and alleyways will go along way toward strengthening Central Avenue's commercial district. In a survey conducted during an Open House on April 16, 1998, neighborhood respondents all agreed that the redesign of parking areas behind businesses was needed "to enhance security and parking efficiency." Especially noted was the need to improve the signage and lighting within these areas.

This study focuses on the exterior applications of CPTED in an effort to create a more harmonious relationship between the mixed-use properties within the study area.

Avenue Assessment

The assessment of the alleyways and rear parking areas began with a series of relaxed conversations with over forty residents, business and property owners. Incorporating the concepts of CPTED, questions focused on the extent of use and the image of the alleyways and parking areas.

It is encouraging to note that the majority of businesses within the study area have made already significant investments to their properties through the use of low interest loans from the Minneapolis Community Development Agency (MCDA), and grants from their Neighborhood Revitalization Program (NRP) and the Paint and Fix Program, sponsored by the Northeast Economic Development Council (NEEDC). Even more promising is the expression of further planned investments. Many more have considered making improvements but say they lack resources.

Central Avenue Business and Property Owners

Although the level of concern over particular issues varied among property owners, there was a clear consensus of the need for improvement and that the image and profitability of the neighborhood was suffering. Those interviewed agreed that the improvement of the alleyways and rear entrances, through the application of CPTED, would be a step forward toward establishing greater stability and safety for the community. With a few exceptions, they offered to work with adjacent businesses/property owners to explore possible solutions.

Issues of concern varied from occasional flooding, the perception of crime, insufficient lighting and poorly maintained properties, to the lack of parking enforcement along Central Avenue.

Refer to Appendix C: Business, Property Owner and Resident Interviews for a complete listing of comments.

Walkthrough with City Staff

After having solicited information from business/property owners and residents, the next step was to go to the experts. The concept of a walkthrough proved to be the most effective and efficient way to solicit feedback, identify further issues, and to discuss feasibility and possible resources for implementation. The combined effect of having all stakeholders participating in the walkthrough and initial assessment of the area provided direction for the study in terms of the appropriate next steps and galvanized a tremendous amount of support and enthusiasm from critical decision-making bodies within local government.

Representatives from local government, staff from the Neighborhood Revitalization Program (NRP) and Community Crime Prevention (CCP) SAFE, along with neighborhood representatives participated in two walkthroughs. *Refer to Appendix D: Walkthrough Participants.*

On March 26, 1998, eighteen individuals met at Marino's Restaurant to evaluate the degree to which local properties were in compliance with the requirements of the Minneapolis Zoning Ordinance. A second walkthrough, on the evening of April 23, 1998, was organized to evaluate the existing lighting levels. During both events, the CPTED principles of natural surveillance, natural access control, and territorial reinforcement played an integral role. Building upon city zoning requirements and information previously received from area residents and property/business owners, CPTED helped in making a comprehensive assessment of the rear parking and alleyway areas.



Walkthrough participants benefitted from the on-site assessment of the study area. Due to limited staff, many commented that it is difficult to be proactive with inspections. Through this event, the complexities of redevelopment in the area became evident. Pictured above is the alley access leading to 26th Avenue (west), where a general lack of maintenance, visibility and the presence of boarded/blighted structures threaten safety.

The on-site evaluation proved beneficial for city staff. Faced with limited budgets, time and a largely complaint-driven process, many were unaware of the complexity of issues affecting the area. City staff expressed enthusiasm for the project and suggested that other commercial corridors in Minneapolis could benefit from the type of site improvements proposed along Central Avenue.

"This morning has demonstrated how far we are from compliance with the Minneapolis Zoning Ordinance."

***~ Van Vorhis
Minneapolis
Zoning Inspector***

Findings

Although not surprising, due to the age of Central Avenue's commercial corridor, most properties were far from compliance with local zoning requirements. City staff indicated a strong desire to work with property owners to determine a realistic percentage of compliance, indicating that an evaluation would be needed on a block by block basis. The challenge would be to maximize compliance without adversely impacting existing parking levels. Specific issues focused on poor maintenance of commercial/residential properties, faded or chipped signage, insufficient landscaping, the absence of trash enclosures to screen dumpster areas, the need for structural repairs to the rear building facades and improvement of surface conditions. The use of the alleyways for regular commercial use was noted as a significant problem along with a general lack of curbing and poor drainage conditions.

Refer to *Appendix E: Walkthrough Comments*, for a detailed listing of the issues identified by City Staff and community representatives.

Lighting Walkthrough

Crime Prevention Specialists Dan Niziolek, Don Greeley and Karen Thiede, Minneapolis Police Officer Judith Perry and neighborhood residents joined Sue Zarling, the Minneapolis Parking and Lighting Systems Engineer, in a second walkthrough to evaluate existing lighting levels and suggest opportunities for improvement within the study area.²³ With the exception of a few private properties, city staff found there to be sufficient lighting along the alleyways and parking areas.²⁴ The proposed addition of pedestrian-scale lighting along Central Avenue, to extend around the corners of the intersecting street to the parking areas, will further supplement existing levels.

Suggestions for improvement range from adding 'twinkle' lights to trees, highlighting recessed entryways to reduce glare and/or improving the color rendition of existing lighting. Comments concerning the lighting levels of specific properties are included within the section entitled *Evaluation of Individual Blocks* beginning on page 28.

Findings

City staff indicated that in some circumstances, it may be equally as important to determine what not to light as to determine what to light, stressing that more lighting is not necessarily desirable. In one example, it was recommended that the lighting above the back door of Queen of Cups, a small café and coffee shop located within the Lowry Avenue (east) block, be directed toward the rear entrance to reduce glare and increase the likelihood of natural surveillance occurring. In another example, the relatively low levels of lighting that were found throughout many of the rear parking areas was deemed to be adequate due to the general disuse of the area after dark. City staff stressed the need to think of the context of the area in determining the purpose and most appropriate source for the lighting.

It is recommended that property owners and neighborhood leaders work closely with city staff to formulate individual lighting plans on a block-by-block basis prior to making any improvements.²⁵ This is especially important for the commercial areas abutting Central Avenue due to their close proximity to surrounding residential properties. Lighting plans will require the mitigation of any light pollution, or excess glare, affecting adjacent residential properties.

Below are some additional considerations:²⁶

- Provide adequate lighting to any space used after dark, including parking areas, access and egress points, loading areas, and trash enclosures, to help protect individuals and vehicles. Proper lighting may also be used to channel parking to areas where natural surveillance is possible to deter criminal activity.
- Highlight rear entrances and entryways, directing light away from such areas to eliminate glare and improve opportunities for natural surveillance. Excessive lighting may compel owners of adjacent residential properties to close their shades or blinds, further reducing the possibility of natural surveillance.

Poor lighting layout and design, as well as glare and underlighting, may create hazardous conditions and destroy opportunities for natural surveillance.

- Minimize possible hiding places and shadows with appropriate placement of light fixtures.
- Improve the detection of suspicious movement rather than provide for the recognition of definitive details. For the same expenditure of light energy, it is often more effective to light backgrounds, thereby generating silhouettes, than to light the foreground.
- Employ a mixture of high and low pressure sodium lights, floodlights, ornamental twinkle lights, indirect lighting, landscape lighting and other techniques to balance the types of lighting and create an aesthetically pleasing environment. When properly used, lighting may help to create a feeling of security and warmth. Combining lighting techniques may also improve the perception of three-dimensional objects. "A combination of diffused and single-point lighting will help to accentuate shape and form by contrasting the surface with sharp shadows while the other source provides fill-lighting for details."²⁶

Lighting Options

The selection of lamps, or lighting fixtures, involves a trade-off between lamp size/optical control, efficacy²⁷, appearance, color temperature, color rendition, lamp life, costs, and maintenance. *Refer to Appendix F: Lighting Options and Considerations for Table Three: Lamp characteristics and Figure One: Categories of Outdoor Lighting Fixtures.*

Summary of Issues Affecting Central Avenue

Specific issues emerged following discussions with area residents, property/business owners, and city staff. Below is a summary of these findings and related comments, which highlight the strengths as well as the challenges, facing the Central Avenue business district.

<i>Issue</i>	<i>Related Comments</i>
<i>Sufficient parking exists to meet current needs.</i>	<ul style="list-style-type: none"> • Discussions with property and business owners indicate that there is sufficient parking along Central Avenue.²⁸ A lack of parking was identified, however, for the Beugen property on 23rd Avenue (west), Chiapas Restaurant on 24th Avenue (west), and Discount 70 on 26th Avenue (west).
<i>Visibility of rear parking areas is poor from Central Avenue.</i>	<ul style="list-style-type: none"> • Fewer than ten businesses within the study area have signs directing visitors to the rear parking areas. Many of these are in poor condition and lack adequate visibility for passing traffic.
<i>Enforcement of parking time zones along Central Avenue is needed.</i>	<ul style="list-style-type: none"> • Lack of enforcement seems to have contributed to a general malaise along the avenue. • The availability of short-term parking is severely impacted by employees who park consistently along Central Avenue, as they know they will not be ticketed. Many of the businesses, who were cited by other property owners as regularly abusing this situation, lack customer entrances to the rear and/or have poorly-maintained parking lots.
<i>Provide rear customer parking whenever possible.</i>	<ul style="list-style-type: none"> • Visible and welcoming rear entrances are needed to encourage the use of the rear parking areas.
<i>Meters should be avoided.</i>	<ul style="list-style-type: none"> • Several individuals stressed that the use of metered parking “would hurt Central Avenue businesses”. One property owner suggested that the neighborhood should try enforcement of time zones prior to considering the installation of meters.²⁹
<i>Maintenance standards are needed for the commercial residential properties.</i>	<ul style="list-style-type: none"> • With few exceptions, businesses spoke of maintenance agreements or contracts, and claimed that they regularly seal coat and stripe their parking areas.³⁰

<i>Issue</i>	<i>Related Comments</i>
<i>A greater definition of space is crucial to address the perception of crime in the area and develop a sense of ownership among residents.</i>	<ul style="list-style-type: none"> • Numerous individuals commented that the perception of crime in the area was a serious deterrent to use of the rear parking areas. Comments from many indicated that they themselves avoid the alleyways during the evening. Serious concerns were expressed by businesses along the 24th Avenue block (east).³¹ Concerning this alleyway Barb Weatherhead, owner of Phoenix Custom Graphics, commented that "occasionally people complain about the parking situation. Friends who visit are uncomfortable with the location of my business, often commenting that it is seedy and unsavory." She believes that people from outside the community who are unfamiliar with the area may be unlikely to park in back. This sentiment was also expressed by Marino's owner, Ed Matthes, "Until the human debris is cleaned up, other improvements won't matter."
<i>Remove vacant and/or substandard structures which restrict the visibility of parking areas.</i>	<ul style="list-style-type: none"> • Many of the vacant or substandard structures along the alleyways, particularly along the sides (located at the alley access) should be removed to increase visibility into the parking areas and to allow for a more efficient use of space.
<i>Additional lighting is suggested for areas prone to illegal activity.</i>	<ul style="list-style-type: none"> • Several residents and property owners also spoke of problems occurring on the Lowry Avenue block (west) from liquor store customers. It seems that the alleyways are used frequently as public urinals. Graffiti and loitering is also prevalent behind the Library and in the overhang on the west side of the building. The library is located on the 22nd Avenue NE block (west).
<i>Replace faded and chipped signs, poor landscaping and broken decorative features such as lampposts and awnings.</i>	<ul style="list-style-type: none"> • Many businesses indicated a desire to replace old signs and provide landscaping, lighting and decorative fencing, but expressed a lack of necessary resources. Such features create a sense of place for residents looking out their windows on a daily basis and send a welcoming message to customers that this property is cared for. Maintenance standards should be established for this purpose. • The majority of those interviewed commented on the poor condition of many dumpster areas, suggesting that they be better maintained and moved away from the back of buildings whenever possible. They agreed that shielding the dumpsters from view would be an improvement.

<i>Issue</i>	<i>Related Comments</i>
<i>Soften the language of signage and insure its utility to customers.</i>	<ul style="list-style-type: none"> • Signage that merely states “Private, No Parking” should be avoided. Parking signs should be displayed prominently so that it is abundantly clear where customers may park. Signage is particularly important for commuters who may be unfamiliar with the concept of rear parking areas except where it is posted.”³²
<i>Drainage poses problems for several businesses.</i>	<ul style="list-style-type: none"> • Water problems are common for Marino’s Restaurant, the rear entrance ramp behind Manny’s BarberShop and Joette Design Tailoring as well as the patio area behind Queen of Cups and NE Office. • Numerous owners also expressed problems due to the improper placement or lack of gutters. On many sites, uneven grading and a lack of continuous curbing contribute to the drainage of water and runoff which is inadequate to protect buildings and walkways. This problem becomes dangerous in the winter months when runoff becomes ice.
<i>The layout of many of the parking lots are confusing, particularly during the winter months.</i>	<ul style="list-style-type: none"> • Large open lots that lack clear definition of space present difficulties when the surface is covered with snow. Minimal landscaping at the end of major parking aisles, and when possible to create a division of space between the alley and parking area, will help to better orient customers while allowing for more efficient use of space.
<i>Opportunities and models for shared parking exist along the Avenue.</i>	<ul style="list-style-type: none"> • With few exceptions, business and property owners expressed an interest in discussing the possibility of shared parking. • Discount 70 and other businesses on the north end of 25th Avenue (west) have reciprocal arrangements with St. Clements Church to use their parking area during off-peak hours for the church. A similar agreement exists between Norwest Bank and the O.E. Larson-Osborne Mortuary on 23rd Avenue (east) as well as other after-hours uses within the study area. • The 22nd Avenue block (east) and Lowry Avenue block (east) are examples of successful shared parking arrangements. Only the 22nd Avenue block, however, shares the maintenance of the entire parking area.

<i>Issue</i>	<i>Related Comments</i>
<i>Shared parking should be increased.</i>	<ul style="list-style-type: none"> • Shared parking is not only a more effective use of space, enabling businesses to use parking during their varying peak hours of traffic, but it contributes to a greater sense of community and enables customers to visit multiple businesses along the Avenue.
<i>Block Clubs could be a positive force of change.</i>	<ul style="list-style-type: none"> • Central Avenue is fortunate to have long-term residents and businesses that care about the future of Central Avenue and are interested in working together to strengthen the image of the area. • Block clubs should represent the mixed-use character of the corridor.
<i>Future turnover of property is likely.</i>	<ul style="list-style-type: none"> • A few property owners expressed an intent or interest in selling their property in the near future. • Any turnover in ownership provides may provide an opportunity for neighborhood residents and property/business owners to request structural and exterior improvements prior to permit and/or site plan review approval of future businesses.
<i>Decorative garbage receptacles are needed.</i>	<ul style="list-style-type: none"> • Maintenance standards should be established to require business owners and staff to police their property and rear parking areas for garbage on a regular basis. Additional receptacles would be the responsibility of the individual property owners. • Blocks containing grocery/convenience stores, the liquor store and temporary service agencies were mentioned as generating particularly large amounts of litter.

Applications of CPTED Along Central Avenue

The assessment of each block revealed specific issues that when addressed may contribute to a greater sense of community and perception of safety along Central Avenue. The primary applications of Crime Prevention Through Environmental Design (CPTED) are summarized below:

- *Define private and semi-public space, and when possible, separate commercial and residential uses along the alleyways.*

Concept: The intended use of any space should be clearly defined and apparent to all users. The ability to identify with certainty what should be happening, as well as when and where activity normally occurs, enables individuals/communities to assert ownership and control over a particular area. Common responses to suspect activity is demonstrated by the following hypothetical scenario:

Scenario: It is Friday at 3:00 a.m. and a car is driving slowly through your residential alley. If the alley is clearly defined as belonging to the residents living on that particular block, residents will most likely be suspect of an unfamiliar car. An uncontrolled alley, however, which blends into a vacant lot or parking area may experience occasional traffic on such evenings. In such a scenario, residents may disregard 'typical' activity and/or noise emanating from the area and may likely tire of monitoring the area on a regular basis.



This decorative wrought-iron fence (Grand Avenue, St. Paul, Minnesota) defines the commercial parking area, creating a definition of space from the residential property to the north of the alley. It also provides aesthetic character for the community.

Considerations: Restricting commercial use of the alleys will depend on many factors, including the existing and proposed zoning requirements, as well as the physical layout of the parking area so as not to eliminate necessary parking. The materials chosen to create this definition of space will also vary depending largely on the financial capacity of individual property owners and available neighborhood funding. Possibilities include wrought iron fencing, dense or intermittent landscaping, cedar fencing or posts, decorative ballard and chains or a combination of these materials. Signage is also an effective tool in designating 'ownership' of private alleys (any residential alley) and parking areas.

- *Encourage investment in physical improvements and enforcement of existing maintenance standards to strengthen the sense of security and ownership in the community. Make use of City Staff to ensure compliance with standards.*

Concept: Based on the "broken window theory," this concept asserts that a run down property contributes to further neglect along with an increased perception of crime and/or increased criminal activity. A demonstration of ownership, however, breeds respect and further protection of property from its users. Most of the needed improvements along Central Avenue have resulted from a lack of compliance of (and/or lack of funding to address) existing housing and commercial maintenance standards. Remedies available to the neighborhoods and adjacent property owners include the immediate removal of graffiti, the construction of trash enclosure structures and proper maintenance of receptacle areas, regular 'policing' of litter and the demolition of vacant and/or boarded auxiliary structures.

Scenario: The influence of neglect on negative behavior is most evident in areas prone to excessive litter and graffiti. Areas that appear forgotten and/or uncared for become targets for crime and/or are often perceived as being unsafe. Contrast such an area with a newer suburban commercial district where excessive amounts of litter and/or graffiti are unlikely. In which neighborhood would an individual be more likely to carry their pop can home to recycle or place their gum wrapper in their pocket instead of tossing it on the street?



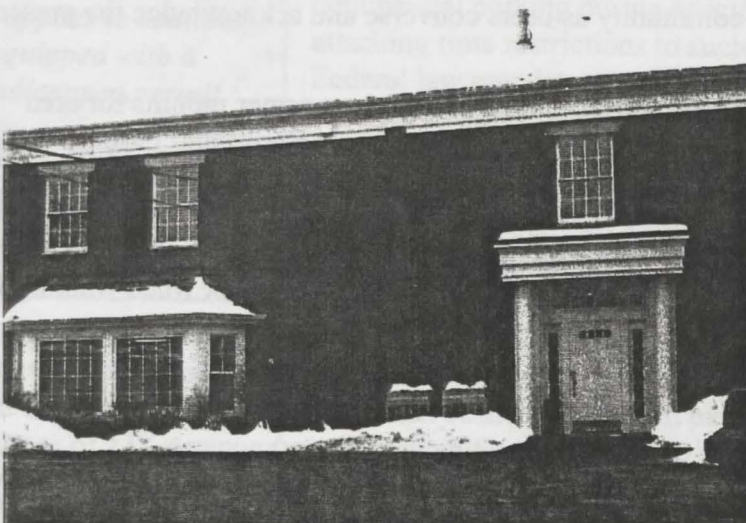
This mural, located along Grand Avenue, in St. Paul creates a pedestrian-friendly environment and contributes to a "sense of place." Notice also the effective use of signage to create short-term parking.

Considerations: Block clubs (comprised of members from both the residential and commercial properties) and direct contact with housing and zoning inspectors are tools available to the neighborhood to increase the accountability of non-compliant property owners. The business community may wish to establish criteria for the Central Avenue commercial district to further strengthen cooperation between adjacent property/business owners and to increase consistency throughout the district, reducing the need for citations or other punitive measures.

- *Maximize opportunities for natural surveillance through effective site and building design as well as the scheduling and placement of activities.*

Concept: Many opportunities exist to naturally control the activities in a particular area. The selection of a site for a daycare facility demonstrates the importance of such considerations. Efforts must be made to ensure that there are not other conflicting uses within close proximity, such as an adult bookstore or bar. Design standards are also crucial to ensure constant supervision of play areas. Conflicting uses are also an important consideration when scheduling activities. Activities geared toward the elderly, young women and children may require special attention to ensure the safety and comfort of participants.

Scenario: In yet another example, consider the following hypothetical situation. In which environment would you feel most comfortable parking your car during the evening? Your choices include an area within a dark alley that is surrounded with windowless block structures, or an area behind a retail shop which has decorative lighting, a windowed rear entrance area and residents conversing on the second floor balconies?



These windowed rear entrances along Grand Avenue in St. Paul allow for natural surveillance, increasing the perception of safety for customers.

Considerations: To ensure the effectiveness of a particular use, design considerations must be placed within the context and particular needs of its intended users. Options to increase natural surveillance along Central Avenue include replacing block glass windows with regular glass, the installation of more visible rear entrances, welcoming signage, landscaping (trimmed and properly maintained) and flowers/gardens, and pedestrian street lighting or other creative lighting techniques. Along the Avenue, the issue of conflicting uses pertains to the need for a better/safer pedestrian environment through the creation of natural buffers from vehicle traffic and to separate commercial areas from residential properties.

- ***Create opportunity for natural access control and movement of people and cars through effective design and safety standards.***

Concept: The layout of an area should be designed to naturally guide users through the site. A vast parking lot or uncontrolled intersection may create a hostile environment for pedestrians. Every effort should be made to clearly identify pedestrian areas and create buffers to guard them from automobile traffic.

Considerations: Limiting the number of curb cuts (access points into a parking area), and employing the use of directional arrows, one-way access, variation of pavement and/or speed bumps, landscaping, lighting and warning signs are tools that may be used to designate the safe direction of travel for pedestrians and automobiles.

- ***Create a greater sense of place and a desired destination for customers and area residents.***

Concept: Attractive, lingering places are usually safe places. Careful design to encourage users to sit and enjoy the surroundings will increase opportunities for natural surveillance and contribute to a greater sense of community as users converse and acknowledge the presence of one another.

Considerations: Outdoor seating could be explored during the warmer months for area restaurants and cafes, the Christian Science reading room, Sirius Books and Essence and other appropriate uses. Such areas could employ creative lighting and design techniques to create welcoming environments for their customers while reinforcing safety for the larger community. The provision of attractive benches, landscaping and lighting within the parking areas may also provide opportunities for customers and residents to relax when walking to and from the commercial district.

Other Issues

The process of organizing a walkthrough to assess the rear parking areas and alleys proved to be successful in many ways. The inclusion of key decision-makers and representatives from numerous departments within local government produced significant support and policy changes. This multi-disciplinary effort coupled with initial involvement of area residents and business/property owners contributed creative and comprehensive problem solving.

A couple of the key policy changes include the expansion of the CODEFOR area in Northeast Minneapolis and the re-establishment of parking time-zone enforcement along Central Avenue, historically referred to as the "no ticket zone". The walkthrough process helped to establish contacts and support within local government to initiate such actions.

Below is a summary of these efforts along with a summary of findings concerning the use of handicap transfer zones and fifteen-minute loading zones. Such techniques were investigated as possible remedies for businesses which lack sufficient and/or adequate handicapped access or desire more visible short-term customer parking.

Discussions with City Staff suggest that the use of handicap transfer zones and fifteen-minute loading zones along Central Avenue may be cost prohibitive in addressing the specific needs of businesses. Opportunities exist, however, for businesses to make necessary improvements to increase the handicap accessibility of their businesses/properties and to use signage to designate private and/or short-term customer parking within the rear parking areas.

Handicap transfer zones, as found along 23rd Avenue (west) and 24th Avenue (east), are reserved exclusively for drop off and pick up of handicapped individuals. No parking is allowed at any time. This restriction also applies to vehicles equipped with a handicapped permit.

~ Rick Dahl of the Minneapolis Traffic Department

Handicap Transfer Zones

Handicap zones were thought to be a potential solution for businesses such as Manny's Barber Shop, which serves a large proportion of elderly and handicapped customers. In another example, the utility of the handicap spaces along 23rd Avenue (west) was questioned by area businesses. Realizing that these spaces remain 'unused' during the day, they wished to explore the possibility of establishing time zones that would accommodate both the needs of the residential dwelling while providing for commercial parking during specific hours. The possibility of attaching time restrictions to such zones, however, is not an option. Federal law mandates that a handicap individual not be legally required to abide by any particular time limit.

Solutions to address the needs of these businesses may be found in creating more handicap parking to the rear of the building³³ or by negotiating with the family along 23rd Avenue as to whether they wish to remove the handicap transfer zone.

It seems unlikely that a handicap transfer zone along Central Avenue for Manny's BarberShop would be beneficial, as it would further restrict short-term parking. For businesses located on the corner of 23rd Avenue (west), they will need to explore alternative parking areas, such as a reciprocal arrangement with US Bank.

Fifteen Minute Time Zones

The establishment of 15-minute parking zones was explored to provide more short-term parking along Central Avenue for specific businesses. Discussions with city staff, however, suggest that businesses work to establish such short-term parking zones within the rear parking areas. For example, it may be advantageous for Queen of Cups, Subway and the convenience stores to have signed spaces in back that are reserved specifically for the fifteen-minute parking of their customers. Below are a few of the limitations, which in speaking with Rick Dahl of the Minneapolis Traffic Department, would suggest that businesses avoid creating such zones along Central Avenue.

Possibilities exist for a relatively minimal cost to designate short-term parking spaces for specific businesses within private parking lots.

- *Fifteen-minute time zones, or "loading zones," as they are commonly referred, are established on a fee basis.*

With approval of the City Council a fifty-nine foot area (or less) may be designated for fifteen-minute parking. The fees of \$300 for the first year and \$100 for each subsequent year for the life of the zone, may make this option cost prohibitive for many small businesses. All fees are assessed to one property owner.

- *The sense of community and spirit of cooperation between adjacent businesses may be threatened.*

Territorialism, or conflicts concerning the use and financial responsibility of such zones, often arises. There is no foolproof method to ensure that patrons of the particular business fronting the cost, are those which actually use the spaces. As a result, such businesses may become preoccupied with whether their clients are having access.

An exception could be found for a block wishing to ensure short-term parking along Central Avenue for all businesses whereby the cost of such spaces are billed to one business but shared equally in a private agreement between the businesses within the block.

Due to the cost and enforcement difficulty associated with such zones, however, it may be prudent to re-evaluate the situation after the parking zones have been enforced along the Central Avenue, believing that the current lack of enforcement may eliminate many of the current abuses. A greater amount of short-term parking could also be designated in the rear parking areas. This along with increase signage directing traffic to the rear parking areas may be more cost-effective solutions to the availability of short-term parking.

Parking Enforcement along Central Avenue

The enforcement of parking time zones was eliminated along Central Avenue upon the request of former City Council Member Walt Dziedzic who believed "there was no parking problem" and that the "city services were not needed" in Northeast. Due to limited staff time and budget constraints, the city tends to focus on metered and high traffic areas, such as in downtown Minneapolis. During interviews with area property and business owners within the study area, many were aware of the "no ticket zone" policy.

As a result of comments received from area residents and business/property owners concerning the abuse of parking along Central Avenue, Council Member Paul Ostrow called a meeting to discuss how best to re-instate parking enforcement.³⁴ During this meeting, City staff agreed that parking zones should remain along the Avenue and that they should be enforced. People who were aware of the history of the area knew that they would not be ticketed and some were clearly taking advantage of the situation to the detriment of adjacent businesses. It became evident in discussions with area residents and business/property owners that a certain degree of complacency existed along the Avenue and that for many a feeling of being forgotten by the city had emerged. Transportation Department Staff asserted that re-instating enforcement was merely a question of indicating priorities to the City Council to approve necessary funds, stressing that they "can turn it [enforcement] back on as quickly as it was turned off."³⁵

Increased reliance on the rear parking areas will most likely stimulate the need for investment in currently under-utilized and less visible areas of the commercial district.

Because the non-enforcement issue had been publicized, City staff agreed to notify all addresses along Central Avenue of the change in policy.

Refer to Appendix G: Parking Enforcement Policy Letter. Such a letter would hopefully capture the attention of the businesses and employees who use Central Avenue on a consistent basis for long-term parking. The original policy, which was scheduled to begin on July 1, 1998, would enforce parking along the entire length of Central Avenue. Before instituted, the policy was altered due to concerns expressed by businesses along the Avenue. The revised policy proposed the enforcement of time zones within the central business district only, between 20th Avenue NE and 26th Avenue NE. Discussions with businesses indicated the greatest loss of customer parking within this area. The policy also recommended that the time zones be changed to 90-minute periods to better accommodate patrons of area businesses, particularly restaurants.

The revised enforcement policy, scheduled to begin during the month of October 1998, may encourage use of under-utilized rear parking areas, reserving the highly visible and accessible spaces along Central Avenue for commuter traffic and short-term parking. Increased use of the rear parking areas may also force the need for investments to be made by businesses to improve signage along Central Avenue and within the parking areas as businesses strive to better inform customers of their parking options. A greater emphasis on the use of public transportation could also be a resulting benefit.

Promoting Public Transportation

Central Avenue is served regularly by public transportation. Area business and property owners indicate that a large percentage of their customers, tenants and employees do not own automobiles. There are opportunities available for businesses to benefit from and encourage further use of public transportation. Density bonuses and reduced on-site parking requirements are just a few of the possibilities offered by the Minneapolis Zoning Ordinance.

It is recommended that neighborhood leaders and the Northeast Economic Development Council (NEEDC) work more closely with area businesses to promote the use of such methods. Encouraging individuals to utilize public transportation has numerous benefits and would possibly increase the amount of foot traffic, and thus the perception of safety, along Central Avenue.

Select businesses within Calhoun Square, in Uptown, subsidize the cost of a monthly bus passes for their full-time employees.

In return, they reduce the amount of required on-site parking. The program also serves as an incentive for employee retention.

~ Comments received from Ray Harris, Owner of Calhoun Square

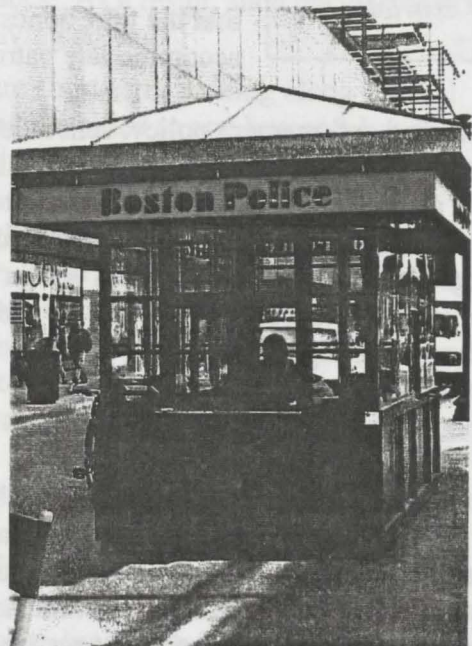
Creative incentives for downtown Minneapolis businesses are just a few of the marketing tools available to Central Avenue with which to attract customers over the lunch hour and encourage users of public transportation to stop off along the Avenue on their way to and home from the office.

CODEFOR Expanded to East Side of Central Avenue

Following the initial walkthrough, Officer Craig Stoddard, suggested to the precinct commander that the CODEFOR area be expanded to include the East Side of Central Avenue. CODEFOR, or Computer Optimized Deployment--Focus On Results, is a management strategy modeled after programs in New York City, New Orleans and other cities. The goal of CODEFOR, which was implemented this year in the Minneapolis Police Department, is to reduce crime through aggressive, timely policing of areas to allow for a faster response time in areas in which crime is occurring. As expressed by Minneapolis Police Chief Robert Olson, "CODEFOR combines the latest technology with focused resources and empowers our police officers to reduce crime."³⁷ As a result of Officer Stoddard's suggestion, all of Central Avenue's commercial district will receive the benefits of this new quick-response technology.

Increase Beat Patrols vs. CPTED

Some critics argue that CPTED principles represent largely aesthetic measures rather than dealing with the root of the problem - crime. Simply increasing the amount or frequency of beat patrols, however, may not provide for the enduring changes desired by residents. Coupled with community policing, CPTED principles may help address the physical factors which create an environment of illegal activity and complacency. In fact, many Northeast residents and CCP SAFE (Community Crime Prevention: Safety for Everyone) staff have experienced a decrease in the sense of security due to the presence of uniformed officers.³⁸ In Boston's Chinatown, for example, additional patrol cars proved to be a deterrent to customer activity. The presence of officers advertised the vulnerability of the area, causing customers to reconsider their use of the area. A CPTED solution (based on the strategy of placing safe activities in unsafe areas) was found by placing a kiosk within the commercial area to provide continual police presence while addressing visitors' questions. "Eyes on the street" were provided without calling attention to the *need* for security in the area.



This kiosk in Boston's Chinatown provided police presence without calling attention to the "need" for security.

Natural boundaries and attractive surroundings lessen the need for law enforcement as individuals increase their ability and interest in surveying their private space and the public space across the alley. This principle is the foundation of the increasing use of block clubs and neighborhood watches throughout the country. In light of constrained municipal budgets, such methods are becoming increasingly important. More often than not, when officers finish patrolling an area the same individuals and activities that were chased away by the presence of the officer returns within the hour.³⁹ When properly implemented, CPTED principles may contribute to more lasting improvements within a community.

Evaluation of Individual Blocks

Redevelopment scenarios for the rear parking areas and alleyways along Central Avenue will need to be created on an individual block basis to insure reasonable compliance requirements and address site specific challenges.

The following pages include a detailed listing of the principal strengths and opportunities for improvement for each of the blocks assessed within the study area as identified during two walkthroughs with city staff and interviews with individual property and business owners.

Refer to Appendix K: Aerial Photos of Each Block within the Study Area.

Many of the more problematic blocks share similar characteristics, such as proximity to substandard or poorly maintained residential properties, a lower percentage of on-site ownership, multiple access points (escape routes) and poor visibility of the rear parking areas from side streets. These characteristics demonstrate the applicability of CPTED Principles, most notably the need to create a sense of ownership, a definition of space between private and semi-public spaces and to safeguard opportunities for natural surveillance, or having “eyes” on the street, parking lot or building.

The examination of individual blocks begins with 22nd Avenue (east), followed by the 22nd Avenue (west) block, continuing to 26th Avenue (west). Please note that the 23rd Avenue (east) block, occupied by the Lawrence E. Osborne Mortuary and Norwest Bank Properties, and the US Bank parking area on the north end of the 23rd Avenue (west) block were excluded from this assessment. Each of these properties have large, well-maintained lots equipped with landscaping, lighting and rear customer entrances.

- A shared parking agreement exists on this block. Property owners contribute to the cost of improvement and maintenance (snow removal) according to their proportion of lot property. In speaking with the participants, they have found overall maintenance to be less expensive due to their ability to contract for competitive bids. This agreement, which will be referred to here on out as the Marino-Higgins Agreement, serves as a model for the other blocks within the study area.
- A house was removed from this block to enlarge the parking area.
- The parking lot is generally well maintained with handicap spaces, signage and landscaping.
- In general, this block is well lit. The floodlights are properly orientated away from the residential properties.
- Marino's has nice lighting which highlights the front building facade.

- Refresh and establish maintenance standards for the landscaping areas behind Rushford Square and at the south and north sides of the parking area. Employees expressed safety concerns over untrimmed bushes.
- Replace the lamp behind Rushford Square and add additional pedestrian scale lighting and softer lighting at back entrances.
- Explore the need for additional handicap park behind Rushford Square Manny's BarberShop.
- Improve the ramp behind handicap customers and Manny's customers are e retains water, becoming
- Repair weathered signage



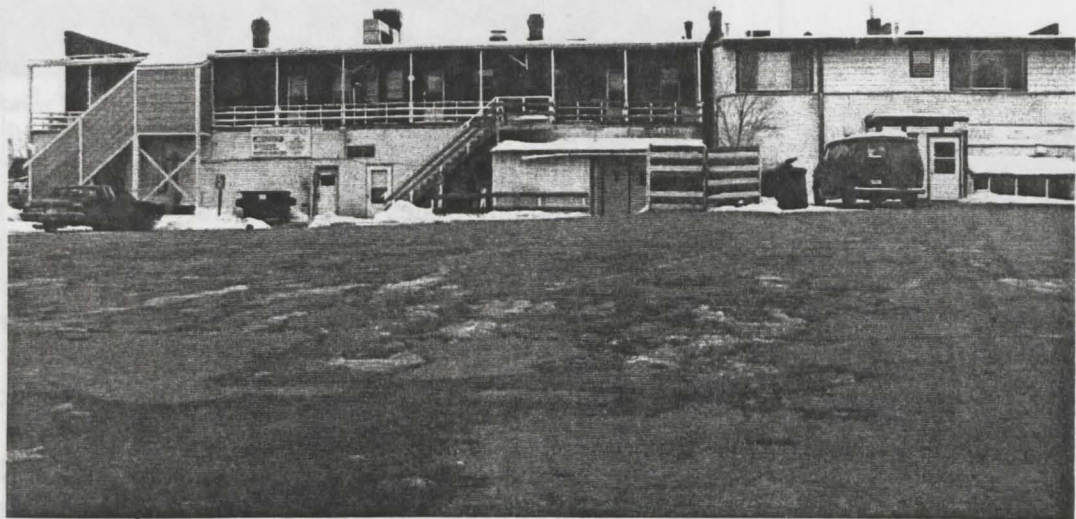
Significant enhancements have been made to the Rushford Square property. Greater maintenance of the awning, signage and landscaping would heighten the sense of ownership and encourage natural surveillance of the property from users and adjacent residents.

22nd Avenue Northeast (east) – Continued

- Repair torn awning behind Rushford Square.
- Update rear faces of buildings with fresh paint, new signage, awnings and window boxes where appropriate. Clearly indicate customer entrances.
- Replace rear block windows with clear windows on Manny's, Joette Design and Chinn Fua building.
- Consolidate dumpsters, removing those behind Rushford Square to make use of customer parking closer to the Rushford Square building. Businesses within Rushford Square could possibly use the dumpsters behind Chinn Fua.
- Insure that all dumpsters are enclosed and properly maintained.




Pictured above are the rear entrances behind Manny's BarberShop, Joette Design and Chinn Fua.



The existence of shared parking provides an opportunity to further improve the definition of space and sense of security for customers and neighboring residents through possible improvements to the exterior building façade, landscaping and signage.

22nd Avenue Northeast – West Side of Central Avenue

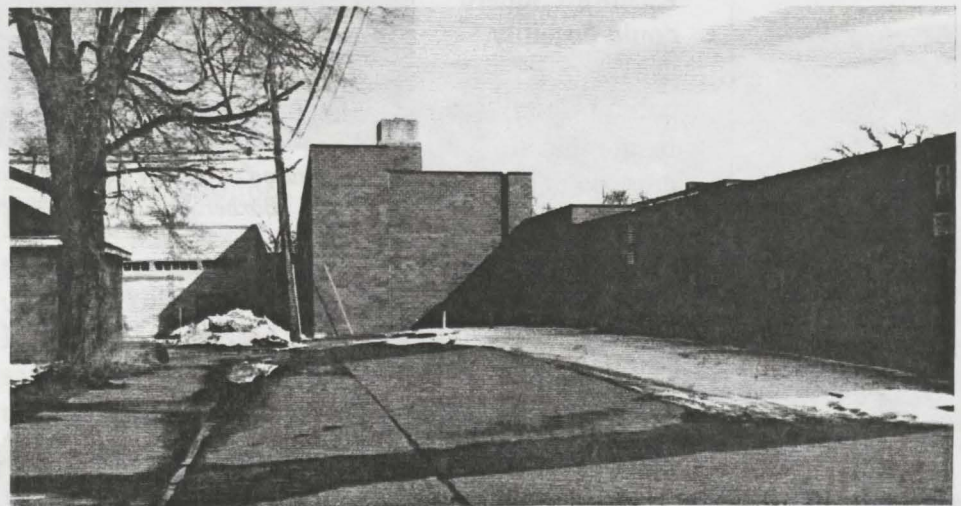
JACKSON STREET		26TH AVE	TAYLOR STREET
	CENTRAL AVENUE	LOWRY AVE	
		24TH AVE	
		23RD AVE	
		22ND AVE	

Strengths

- This block also has a shared parking agreement.
- Signage and the physical state of buildings are generally well maintained.
- There is sufficient lighting for the residential apartments due to the parking area lights.
- The alleyway is appropriately lit for the evening due to its reduced use.
- The low glare lighting on the south side of the NE Library 'backlights' the building nicely.

Opportunities

- Explore the addition of windows along the rear side of the library and the block faces of Higgins Insurance to create more “eyes on the alley”. Consider a mural project or darkening the back walls on Higgins property to discourage graffiti.



The absence of natural surveillance (due to the lack of windows and open entryways) creates an area ripe for vandalism and other illegal activity.

- Discuss the lighting issues with the Library (explain) or develop a compromise to improve backside of property. The cost of security lighting is currently paid by the businesses adjacent to the library. ***Refer to Appendix H: Letter to Library from Concerned Residents/property Owners.***
- Explore redesign of the rear parking and alley area to increase commercial parking or provide for mixed-use parking.
- Consider lighting the inset area on the west side of the NE Library building to discourage loitering and graffiti. Blocking the pathway off with decorative fencing could also prove helpful.


23rd Avenue Northeast – West Side of Central Avenue

	JACKSON STREET				
			26 TH	AVE	STREET
					TAYLOR
			LOW	EV AVE	
			24 TH	AVE	
	*	CENTRAL AVENUE	23 RD	AVE	
			22 ND	AVE	

Strengths

- Although parking is tight, the spaces are well managed, signed and leased to neighboring businesses/residents.
- Lighting is sufficient.

Opportunities

- Explore opportunities to acquire additional land in the event that the repair garage businesses relocate from their current location across the alley. Employees park occasionally on the side streets due to the lack of parking.
 - Explore ways to address the lack of customer parking on the south end of this block.
 - Explore the possibility of relocating the garage away from the building to enlarge the parking area.
 - Explore the possibility of re-grading and re-paving the lot to address the significant grade variation around the garage.
 - Begin a dialogue with the residential property along 23rd Avenue Northeast concerning the handicap transfer spaces to determine whether they would be willing to remove the designation.
 - Awnings or improvements to the rear entrances would be nice despite the fact that they are mainly used for employees.
- 
- Parking spaces residential units. A definition of space b*



Parking spaces are divided amongst adjacent businesses and residential units. Additional land would provide more parking, the definition of space between uses, and an opportunity for landscaping.



View south to 23rd Avenue. Repair garages are located directly across the alley.

24th Avenue Northeast – East Side of Central Avenue

JACKSON STREET				TAYLOR STREET
		26 TH AVE		
	CENTRAL AVENUE		LOWRY AVE	
		* 24 TH AVE		
		23 RD AVE		
		22 ND AVE		

Strengths

- The new cedar fencing and a walkway behind Phoenix Graphics were made possible through a grant from Windom Park NRP. The grant provided a 50% match administered by Project for Pride in Living (PPL) for properties with residential units along Central Avenue.
- Ample space exists to create an attractive shared parking lot for the commercial and residential uses within this block.

Opportunities

- Enforce the use of the rear parking areas by employees and delivery trucks. Area property and business owners indicate that employees of businesses on this block regularly park on Central Avenue.



Building exteriors are in disrepair. The rear lots are poorly maintained with no visible customer entrances, effectively turning a blind eye to the lot and residential areas to the rear.

- Explore opportunities for rear customer entrances to encourage greater use of rear parking areas.
- Remove vacant dry cleaner structure and investigate possible pollution remediation.
- Remove graffiti promptly and explore possible mural projects.
- Adhere to maintenance standards. Many employees commented that the rear lot area is not adequately plowed during the winter.
- Add windows to the rear commercial facades to increase visibility.
- Create signage for customer use and remove negative signage, such as the "No parking" spray-painted on one particular building.
- The rear lot (open area) is under-lit. An additional light pole should be added that does not adversely affect adjacent residential properties.
- Explore the creation of a shared parking area to be paved and striped.
- Re-evaluate lighting on the block once a rear parking lot has been established and rear entrances created for businesses.

24th Avenue Northeast (east) – Continued

- Consider removing one of the small commercial buildings on this block (a design remedy knows as the Presario Concept) to create a pedestrian-friendly passageway to access the rear customer parking. Such a passageway could provide an attractive amenity for the adjacent businesses.
- Consider adding a light on the backside of Tiem Vang Phoc Loc Tho to protect stored vehicles from possible tampering.



Buildings are built up to the alleyway on both the north (top) and south (bottom) end of the block, limiting visibility into the block and offering no buffer for the adjacent residential properties.

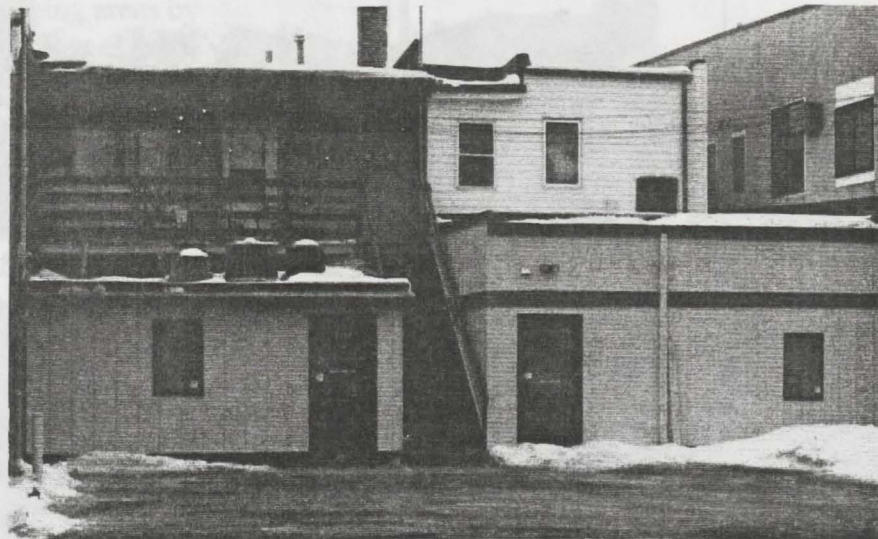
- Explore opportunities for redevelopment of the “problematic”, boarded houses on both ends of the alleyway.⁴⁰
- Eliminate multiple access points for blocks. Currently three alleyways exist on the block.
- Explore opportunities to realign the north-south alley to improve visibility from the side streets into the rear parking area and to create a definition of space between the commercial and residential areas.

24th Avenue Northeast – West Side of Central Avenue

JACKSON STREET			26 TH AVE	JACKSON STREET
			LOWLY AVE	
	*		24 TH AVE	
			23 RD AVE	
			22 ND AVE	

Strengths

- Certain businesses have made considerable improvements to property (including investments in the residential areas); others express the desire to do so.
- Parking is generally available in the rear parking areas along this block.
- Additional parking is needed for Chiapas Restaurant.
- In general, this block has made successful lighting choices. The adjacent church lot is not used during the evenings and should remain dimly lit. Incandescent lighting casts down on entrances of Chiapas Restaurant and Schutta, Nelson and Zembal CPA, creating a pleasant effect.



Pictured above is the recently renovated property of Schutta, Nelson and Zembal CPA.

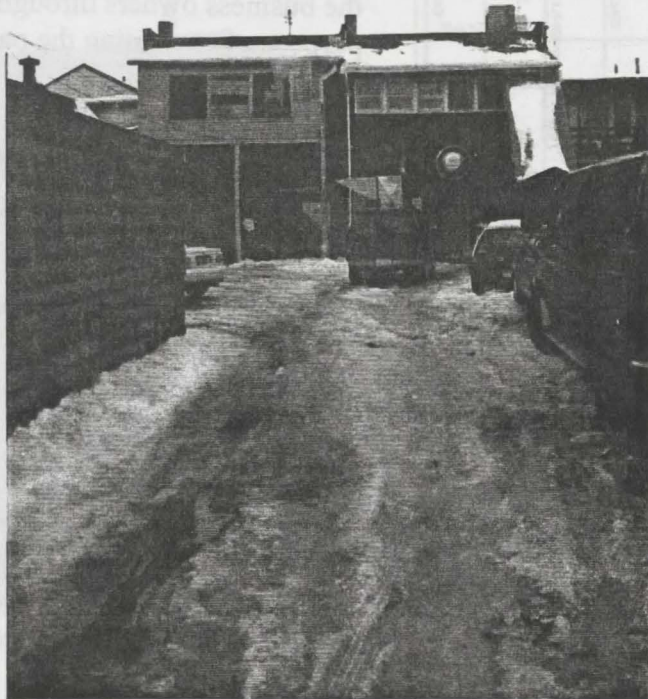
- The Schutta, Nelson and Zembal CPA property has invested in considerable exterior improvements to their commercial/residential property.
- Central Foods has effective no-glare lighting for the second level residential units.
- Chiapas Restaurant displays a nice use of creative lighting in the front windows.

Opportunities

- Explore the possibility of developing shared parking between the owners of this block. Some employees park continuously on Central Avenue.
- Improve visibility of rear entrances through improved signage and other enhancements, such as awnings and additional lighting.

24th Avenue Northeast (west) – Continued

- Discuss the possibility of demolishing the garage behind Photos by Beth.⁴¹
- Explore exterior improvements for some of the buildings. The covered stairway behind Photos by Beth has attracted loitering and other unwanted activity.
- The rear entrance of Photos by Beth is not directly lit.
- The surface condition of some of the parking areas needs attention (re-paving and striping).
- Explore the possibility of designating a fifteen-minute parking space(s) for Central Foods.
- Additional garbage receptacles are needed to the side and rear of Central Foods. Many businesses commented on littering from customers.
- Residents expressed a need for designated parking spaces.
- Lighting is needed for the residential areas above Schutta, Nelson and Zembal CPA, either within or leading up to the balcony.



The concrete block structure to the left is currently used for storage and limits opportunities for the creation of a shared parking lot. The owner of the property has expressed an interest in working with the community to explore the development potential of the block.

Lowry Avenue Northeast – East Side of Central Avenue

JACKSON STREET			26TH AVE	TAYLOR STREET
		*	LOWRY AVE	
	CENTRAL AVENUE		24TH AVE	
			23RD AVE	
			22ND AVE	

Strengths

- Much has been done along this block to improve the rear entrances and parking areas. A four-plex was previously demolished at the cost of one of the business owners through a low interest loan from MCDA for the purpose of expanding the parking area.
- Recent investments (new balcony) to the residential areas above NE Office and Queen of Cups have enhanced the area.
- Signage exists above the rear entrance, but in some circumstances it could be larger and more prominent.
- Shared parking exists although there is no maintenance agreement between the property owners/businesses.
- Property owners have indicated a desire to add light fencing, landscaping, and more professional signs for the lot/businesses.
- In general, this block is well lit. Sully's Pub represents a good example of lighting as advertising with the lit arrow. They have also done a nice job of lighting the walkway off of Central Avenue along the side of their building (although less lighting would have been sufficient).



Pictured above is the newly renovated balcony and entrance for upstairs residential units.

Opportunities

- Explore incentives with 24th Avenue Block businesses for reciprocal use of parking.
- Explore the installation and enlargement of windows along the back.
- Enhance the patio area of the café and explore outdoor seating for Subway and Sully's Pub/The Hamburger Joint.
- Address the occasional problem with flooding along the rear entrance of NE Office and Queen of Cups through the use of a drain, landscaping and curbing.

Lowry Avenue Northeast (east) – Continued

- Enhance the rear customer entrances with larger signs and awnings for Queen of Cups and NE Office.
- Improve the rear entrance and signage for Certified TV.
- Explore the possibility of having short-term 15-minute parking spaces for the Queen of Cups, Subway, NE Office and possibly Holy Land Bakery.
- Direct lighting could be used above the back doorway of Northeast Office.
- Although Certified TV should remain dimly lit in the evenings, there are a few lights that are not working.



Pictured above is the rear customer entrance of Certified TV. The entrance is clearly marked; however, no sight access is available from the store to the rear lot/entrance area. The dumpsters should be enclosed to comply with zoning standards.

- Consider adding soft motion detector lighting to the back of buildings adjacent to the liquor store in an attempt to discourage public urination.
- Queen of Cups is sufficiently lit, however, the placement of the light would be better on the east side of the patio so that it casts down on the doorway and reduces glare. In another comment, CCP Staff suggested that a lighter colored wall would better reflect the light. Consider also some creative twinkle lights in trees or branches.
- Explore the possibility of adding a light to the pole between Sully's and Holy Land Bakery to illuminate Sully's canopy entrance.
- The rear lighting for Sully's Pub and The Hamburger Joint create glare which reduces residents ability to recognize images in the doorways.

Lowry Avenue Northeast – West Side of Central Avenue

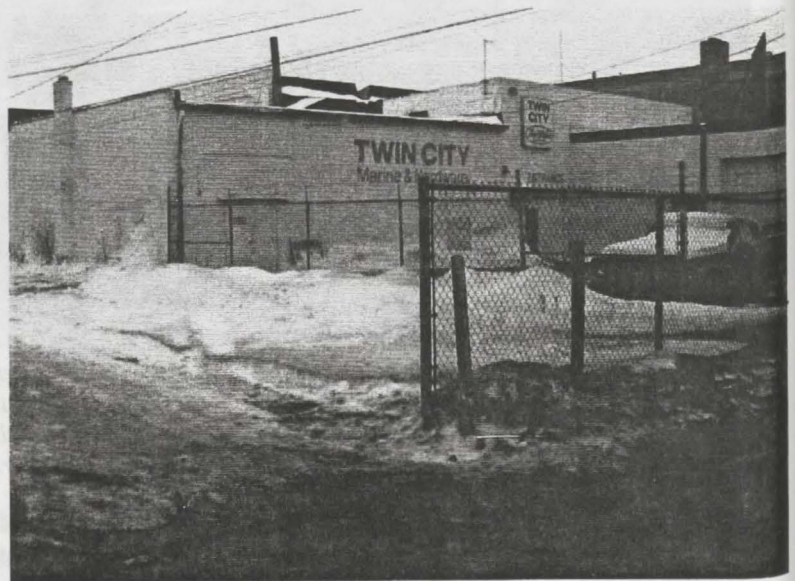
JACKSON STREET			26TH AVE	TAYLOR STREET
	*		LOWRY AVE	
	CENTRAL AVENUE		24TH AVE	
			23RD AVE	
			22ND AVE	

Strengths

- The space above True Value Hardware is currently being converted into artist studios.
- There is plenty of available parking along this block.
- The lighting in back of the Pizza Hut building appropriately lights the dumpster area so that people feel comfortable after dark. Such lighting also discourages tampering with the area.
- Hermann Agency uses nice low level lighting at their entrance.

Opportunities

- Explore the creation of shared parking and the removal of wire fencing separating specific properties.
- Although ample parking space exists, the lots are largely under-utilized and unplowed during the winter.
- Insure that all surface coverage complies with zoning standards.
- Consider painting the back wall of True Value Hardware a darker color to discourage graffiti.
- Remove vacant/blighted structures and improve opportunities for natural surveillance of the rear lot.
- Explore the possibility of creating a more inviting environment with additional lighting and signage.



Wire fencing renders maintenance difficult on small individual lots and creates an unwelcoming environment for customers.



Vacant and blighted structures eliminate opportunities for natural surveillance and contribute to a perception of a lack of safety.

Lowry Avenue Northeast (west) – Continued

- Explore the possibility of acquiring additional land and/or demolishing substandard housing to make room for parking and/or to increase visibility into alleyway. Many garages are also substandard and appear underutilized.
- Improve visibility from businesses for surveillance of the rear parking lots.



Buildings on the north and south end of this block restrict opportunities for natural surveillance of the alleyway and rear parking areas. Boarded windows and solid block walls further aggravate this situation.

- Explore opportunities to provide closer parking for Discount 70. They currently have a reciprocal agreement with the church across the street but would benefit from an agreement with the adjacent properties on the block.
- Relocate Discount 70's dumpster which now faces Lowry Avenue. The alleyway entrance is leased from the private property, however, the dumpster should be enclosed and be located a minimum of five feet off of the alley and right-of-way.
- Improve the maintenance of the boarded brick building along 26th Avenue.
- Address maintenance issues of substandard residential properties at the end of the block. Explore the possibility of demolishing a couple of these houses to create a shared parking area for the Islamic Center.
- Consider adding soft motion detector lighting to the back of buildings adjacent to the liquor store to discourage public urination.
- Address the fluctuation between excessively bright and dim areas along this block to improve opportunities for natural surveillance. Additional lighting needs include: a non-operable light on the side of Pizza Hut, many residential garages lack lighting, the entrance for the Holland Neighborhood Association is not lit, the light at the back entrance of Rekuski Paint does not illuminate the sign and reduces visibility due to its brightness and the former Hennepin County building is vacant and unlit.

26th Avenue Northeast – West Side of Central Avenue

Although technically outside the study area, the corner lots along this block were included in the study area.

JACKSON STREET	*	26 TH AVE	TAYLOR STREET
	CENTRAL AVENUE	LOWRY AVE	
		24 TH AVE	
		23 RD AVE	
		22 ND AVE	

Strengths

- The lot is amply large to be able to eliminate commercial access to the alleyway without restricting existing parking.
- The lot offers an opportunity for shared parking arrangements to be created between the adjacent Islamic Center (further west along 26th Avenue), area residential properties and the convenience store.

Opportunities

- Explore opening up the rear faces of the building (by adding windows) to provide opportunities for the surveillance of the rear parking areas.
- Create signage for customer use.
- Install continuous curbing to help direct drainage away from the south pedestrian sidewalk.



Pictured above is the rear façade of the Dollar Store. The addition of windows, landscaping, lighting and proper storage of dumpsters would help to improve the perception of safety for customers.

- Explore opportunities for redevelopment of the poorly maintained residential properties along 26th Avenue for shared parking for the Dollar Store, the Islamic Center and adjacent businesses.
- Explore the addition of a landscaping buffer along the alleyway to eliminate commercial access and along the southern edge of the lot.
- Improve surface conditions of the lot with seal coating and new striping.
- This block is very dark despite sufficient city lighting along the alleyway and side street. Investigate whether the lamps on the back and sides of the Dollar Store are operable. Re-evaluate lighting once these fixtures have been repaired.
- The Dollar Store has lighting in place along the side and back of its building, however six lights were not in use and may be inoperable.

Zoning: Compliance and Applications

The 1963 Minneapolis Zoning Ordinance is currently being revised. The existing and proposed zoning for the study area are illustrated within *Appendix I: Existing Zoning* and *Appendix J: Proposed Zoning*. The revised zoning ordinance is anticipated for spring 1999. Until this time, the existing zoning ordinance will serve as the foundation for any redevelopment efforts along the avenue. Specific requirements concerning the amount and layout of on-site parking, the definition of space required between commercial and residential uses, proper lighting, signage and maintenance standards create a foundation for redevelopment of the parking areas. Any redevelopment scenario must comply to the fullest extent possible with the requirements of the existing zoning ordinance.

On September 10, 1998, an informational meeting was held in Northeast Minneapolis to review the proposed zoning changes. During this meeting, zoning staff outlined the priorities of the revision process.

- Emphasis has been placed on the business and manufacturing districts.
- Direct zone-to-zone conversions are not being made.
- Zoning revisions will correlate with the existing land uses to avoid the creation of further non-conforming uses (uses which conflict with the existing uses and permitted and/or conditional uses of particular districts).

The City envisions undertaking a series of small area plans in future years to study particular areas further in depth. Before doing so, however, they stress the need to update the existing zoning classifications. The most profound impact of the zoning revision on the study area will be as a result of the following changes:

- (1) *The designation of a pedestrian-overlay district (refer to Appendix J: Proposed Zoning Map and Pedestrian Overlay District Map) between 22nd Avenue Northeast and 26th Avenue Northeast, extending primarily to the alley both to the east and west along Central Avenue Northeast.*

A "pedestrian overlay district is established to preserve and encourage the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and design and accessory parking facilities, and by prohibition certain high impact and automobile-orientated uses."⁴² The Central Avenue Study Area has been designated as a pedestrian-orientated district due to (1) the level of pedestrian interest and activity, (2) the variety of retail sales and services activities, (3) the extent to which properties have limited or no front setbacks (the term *setback* refers to the distance of primary structures from the property line), and (4) the availability of public transit services in the area. These qualities will be preserved and protected through this new designation. The neighborhood would be served well by further enhancing the pedestrian environment through the improvement of its rear facades and parking/alleyway areas.

- (2) *Residential properties located across the alley from the Central Avenue commercial district will be zoned entirely residential, with exceptions made to accommodate existing bank properties.*

As illustrated by the existing zoning map, the residential areas located behind the businesses on the corner of Lowry Avenue and Central Avenue are zoned for commercial use. The proposed revision to the ordinance will 'legitimize' the residentially used properties beyond the alleyways abutting the commercial district. Overtime, this provides the neighborhoods with a valuable mechanism to create a buffer between the residential and commercial areas along the corridor. More stringent regulations are required for commercial areas abutting residentially zoned property to minimize 'light and noise pollution' and to have better control over the use of the alleys. Existing businesses are *grandfathered*, or exempted, from such requirements, however, a general 'phasing out' of incompatible uses and/or prohibition of commercial use of the alleyways may be possible over time. Businesses may only use the alley for commercial use when abutting other commercially zoned areas. The proposed zoning revision will consolidate the commercial property along Central Avenue, while protecting and possibly enhancing the existing housing stock across the alley as called for within the Central Avenue Plan.

- (3) *The commercial area along Central Avenue is essentially being 'down-zoned' to permit less-intensive and more pedestrian-orientated uses.*

Within the revised ordinance, there is only one small area north of 26th Avenue Northeast on the west of Central Avenue that allows auto-related uses. This classification was maintained to be consistent with the existing automobile sales business on the parcel. Auto-related uses within any other portion of the study area will be prohibited as the requirements of the pedestrian-overlay district override general zoning standards.⁴³

Site Plan Review Process

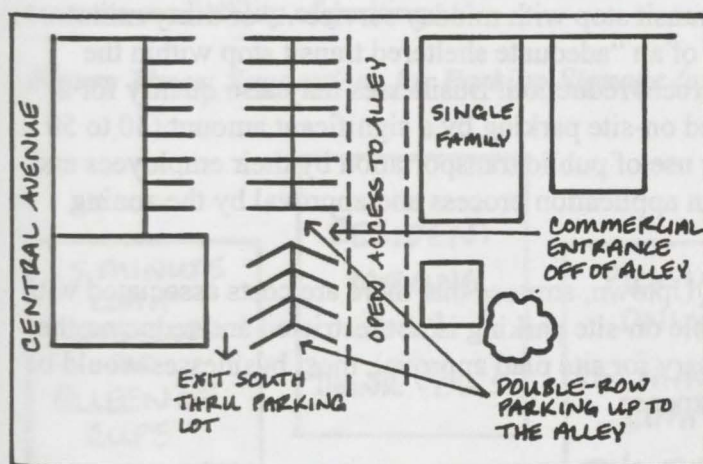
"Site plan approval is a process for reviewing the massing, conceptual design, access, parking, loading and landscaping of proposed development." As defined by Chapter 530.10 of the current Minneapolis Zoning Code, the re-use and/or new construction of any "auto-related" business, including restaurants and coffee shops, convenience food restaurants, food and grocery stores, repair garages, meat and fish markets and video stores (defined uses as relevant to the study area), require site plan approval. An applicant's user guide is available through the Minneapolis Zoning Department to clarify the procedures used to prepare site plans. This manual includes the following materials:

- A listing of steps in the site plan review process
- Required items for submission with application
- A schematic illustrating the estimated time for completion of the application (60 days)
- An automobile related use application form for site plan review
- A listing of the site plan review requirements concerning site access, screening, use of driveways and parking areas, bumper stops, landscaping and site design, lighting, signs and the location of refuse containers.
- Additional information concerning the permitted hours of operation, calculations for required on-site parking and layout are also documented.

Challenges

Currently, not one of the study area blocks has a designation of space (physical or natural buffer of fencing or landscaping) between the commercial and residential areas.⁴⁴ In fact, the majority of blocks rely on the alleyway as their principal parking lot access. The Minneapolis Zoning Code defines an alley as "a service roadway within a right-of-way providing a secondary means of motor vehicle access to abutting property and not intended for general traffic circulation."⁴⁵ The change in the zoning classification of abutting residential areas (which are currently zoned for commercial use) will enable the commercial use of the alleys to be phased out over time. The goal whenever possible should be to define the public and private spaces. The proposed redevelopment scenarios discussed later within this report make suggestions in this regard.

Figure Two: Double Parking along Alleyways



Many parking areas have maximized space by doubling parking aisles along the property lines and alleyway. This situation presents certain challenges when attempting to define the public and private spaces without severely limiting the existing parking for businesses.

Reducing the Required Amount of On-Site Parking

The degree to which buffers may be created to separate commercial and residential uses and landscaping may be added to enhance the rear commercial parking areas, will be impacted by the limited size of the parking areas. The neighborhoods should 'think big' when planning for redevelopment of the rear parking areas, selecting the ideal scenario to maximize area amenities and then attempt to limit the required amount of on-site parking. The pending revision of the zoning code allows greater flexibility to accommodate the parking needs and/or limitations found within older mixed-use districts. Allowances for compact parking stalls, on-site bicycle racks and promotion of other forms of public transportation are mechanisms available to neighborhoods and business owners to possibly reduce the amount of required on-site parking. Shared parking arrangements may also help to reduce the amount of required parking. A few blocks within the study area practice shared parking. Many more blocks, however, could benefit from the more efficient use of space and reduction in maintenance costs offered by shared parking.

Although properties currently have sufficient parking, it is possible that with increased traffic and/or increased density of housing as proposed by the Central Avenue Plan they may fall short of zoning requirements.

1. *The use of compact parking spaces may allow for greater flexibility when redeveloping the rear parking areas, as they are smaller in size.*

Section 541.33 – Size of the proposed Zoning Ordinance permits the following: “for parking areas containing more than ten (10) parking spaces, at least seventy five (75) percent of the required parking spaces shall comply with the minimum dimensions for standard spaces. The remaining required spaces shall comply with the minimum dimensions for compact spaces. Compact spaces shall be clearly labeled.”⁴⁶ Please refer to the actual zoning code for specific width and depth requirements as they vary depending upon the angle of the stalls.

2. *The provision of various transit incentives may also help to reduce the amount of on-site parking required.*

The ordinance allows a ten-percent reduction for multiple-family dwelling if the use is “located within three hundred feet of a transit stop with midday service ... of thirty minutes or less in each direction.” The provision of an “adequate sheltered transit stop within the development” may also provide a ten-percent reduction. Businesses may also qualify for a variance to reduce the amount of required on-site parking by a significant amount (30 to 50 percent) when they subsidize the regular use of public transportation by their employees and residents. All transit incentives require an application process and approval by the zoning administrator.

Ray Harris, owner of Calhoun Square in Uptown, stresses that there are costs associated with such a decision. If the amount of available on-site parking is not restricted and reducing the required amount of parking is not necessary for site plan approval, most businesses would be hard-pressed to support such an added expense.

3. *A minimal reduction in required parking is permitted for the provision of bike racks on highly visible areas.*

Section 541.220 - Bicycle Parking of the proposed Zoning Ordinance stipulates that “a minimum of four (4) bicycle parking spaces, in compliance with Chapter 490, Bicycles, of the City of Minneapolis Traffic Code, may be provided in lieu of not more than one (1) required automobile parking space.”

4. *“The zoning administrator will authorize a reduction in the total number of required parking spaces for two (2) or more uses jointly providing off-street parking when their respective hours of peak operation do not overlap.”⁴⁷*

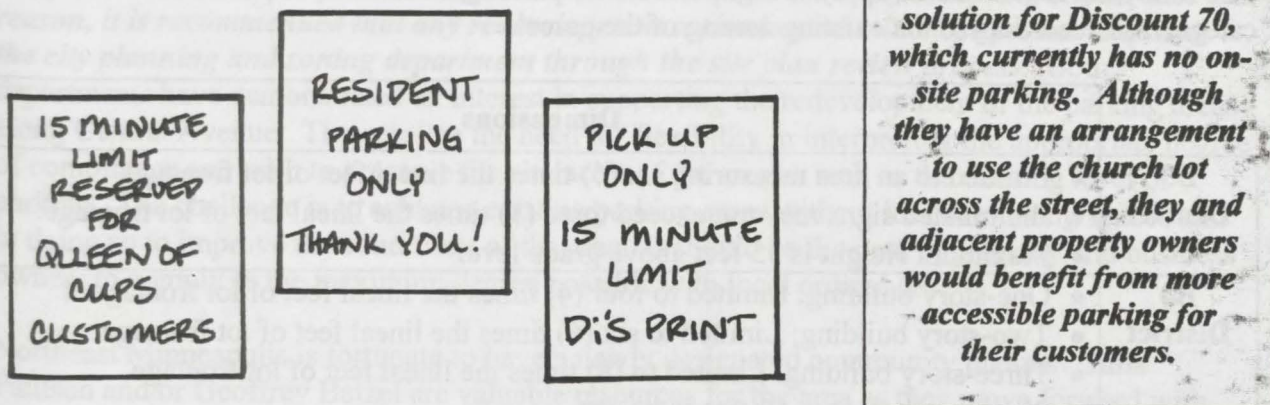
Benefits of Shared Parking

Many blocks within the study area have established shared parking agreements. The 22nd Avenue (east) block, where Marino’s restaurant is located, has an arrangement that could serve as a model for the entire area. Much in the way as the Lowry Avenue (east) block where Subway and Sully’s Pub are located, the Marino’s block have a combined parking area which services the customers of all the businesses along the block. This block, however, also has a collective maintenance agreement whereby the proportion of the costs of annual striping, paving and plowing during the winter months is divided amongst the businesses based on the linear footage of their property.

Jim Higgins and Ed Matthes, property and business owners along the block, say the arrangement has proven to be cost effective. Having a larger surface area, they are able to receive more competitive bids for services. This increase in affordability makes the cost of removing snow from the property more reasonable. It also enables participating businesses to establish standards and/or control the maintenance of adjacent properties for the greater benefit of the area. Such an arrangement could be used more frequently along the avenue to provide short-term parking for businesses, decrease maintenance costs and create a more efficient use of space.

Shared parking arrangements allow businesses and offices to use spaces during the day while the same spaces may be used by residents and service organizations, such as the Italian American Club during bingo evenings, during the evening. The lot has signed spaces for specific businesses to insure those residents and employees have available parking. The blocks, which have shared parking agreements of some sort along the avenue, expressed little if no concern over the availability of parking.

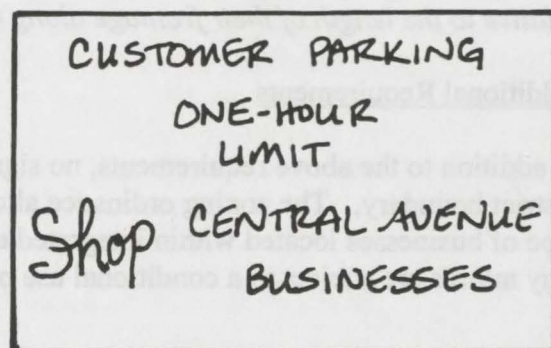
Figure Three: Suggestions for Parking Signage (a)



In addition to the financial benefits of shared parking, there are social benefits to such arrangements, including the creation of a greater sense of community due to their increased dialogue and partnering.

Blocks with limited parking should explore partnerships with adjacent owners to encourage multiple stops along the Avenue. When a customer shops at Subway, it is increasingly likely that they will shop at True Value Hardware or get their haircut at Tom's BarberShop. Such browsing is an indication of a healthy commercial corridor, typical of the Uptown area and Grand Avenue in St. Paul. Increased foot traffic also fulfills the CPTED principle of providing more "eyes on the street", contributing to increased sense of security.

Figure Four: Suggestions for Parking Signage (b)



Zoning Requirements and the Grandfather Clause

Parcels established prior to July 19, 1963 are subject to the parking requirements enforced at the time of their building permit approval. Intensification of any building, structure or premises such as the addition of gross floor area, dwelling units, or seating capacity, may require additional parking. In the event of a complete change of use, additional parking may be required for the site. This amount will be based on the difference between the requirements of the new use and that which would be required for the present use by current zoning standards.⁴⁹ To determine the amount of parking required for property along Central Avenue, the zoning department will review the history of the site. In the event that no significant change of use (i.e. from an office to a restaurant) or additions to the property have occurred since 1963, the site may not be required to comply with current on-site parking requirements. The property, would thus be "grandfathered" from the more recent requirements.

Signs

The following requirements apply to signs within the parking areas. The requirements are categorized according to the existing zoning of the parcel.

	Dimensions
B3 District	<ul style="list-style-type: none">• Limited to an area measuring six (6) times the lineal feet of lot frontage.• Illuminated signs may not exceed three (3) times the lineal feet of lot frontage.• Maximum Height is 35 feet above grade level
B4 District	<ul style="list-style-type: none">• One-story building: Limited to four (4) times the lineal feet of lot frontage.• Two-story building: Limited to six (6) times the lineal feet of lot frontage.• Three-story building: Limited to (8) times the lineal feet of lot frontage.• Signs are limited to 50 feet in height.
Site Plan Review	<ul style="list-style-type: none">• One freestanding sign per zoning lot is allowed, subject to the above size regulations.• The sign may not exceed 150 square feet per face.

Dimension requirements refer to the total gross area of all business signs on a zoning lot. The term "lineal feet of lot frontage" refers to the total linear feet of property belonging to each individual building along Central Avenue. Signage must comply with the size restrictions relative to the length of their frontage along Central Avenue.

Additional Requirements

In addition to the above requirements, no sign can be located within fifty (50) feet of a residential district boundary. The zoning ordinance allows for one additional sign to indicate the name and type of businesses located within integrated centers of single ownership or under unified control. Any murals are subject to a conditional use permit.

There is also a restriction on signs that would project over the sidewalks along Central Avenue. The neighborhoods may wish to re-evaluate this ordinance to determine whether the restriction is necessary to eliminate unwanted signs or if it has resulted in a lack of variety and character in existing signage along the avenue.

Determining Compliance along Central Avenue

Zoning requirements have become more prescriptive in attempting to buffer uses and to accommodate the increased reliance on the automobile through on-site parking requirements. Increasing compliance of businesses within the study area will enhance property values and increase safety both due to the added maneuverability and greater definition of space. Such improvements will also help insure the adaptability of structures for future uses. Through this project, Central Avenue businesses and property owners have an opportunity to be proactive in strengthening their commercial district.

Central Avenue is an older commercial district. The degree to which a parcel is required to comply with the Minneapolis zoning ordinance will depend on many complex factors. For this reason, it is recommended that any redevelopment scenario evolve in close partnership with the city planning and zoning department through the site plan review process. Both departments have demonstrated an interest in supporting the redevelopment of the parking areas along Central Avenue. They realize the need for flexibility in interpreting the appropriate degree of compliance and wish to preserve the character of the area as well as the existing level of parking. The challenge is to enhance existing parking areas without loss of existing spaces and in doing so to improve the conditions of the area. It should be the goal of property and business owners to comply to the maximum degree possible with local ordinances.

Northeast Minneapolis is fortunate to have a newly designated community planner. Julia Paulson and/or Geoffrey Batzel are valuable resources for the area as they move forward with these plans. Their ability to serve as a liaison with the planning and zoning departments may help expedite the process of approval and insure communication between the neighborhood and city staff.

Recommendations: Developing an Action Plan

This section suggests goals, objectives and strategies based on the assessment of the parking and alleyway areas along Central Avenue's principal business district between 22nd Avenue Northeast and 26th Avenue Northeast.

It is recommended that neighborhood representatives, residents and business/property owners meet to review the findings of this report and that they work together to do the following:

- (1) ***Reach consensus on the overall goals for the central business district.*** Goals represent the aspirations of those wishing to enhance the environment and effectiveness of the rear parking areas.
- (2) ***Review the suggested objectives and if necessary incorporate additional objectives to meet newly identified goals.*** Objectives must be achievable within a specific period of time. It is recommended that they be divided into short- (three to six months) and long-term (three to five years) implementation periods. There is no suggested timeline for the objectives offered in this report, believing that such decisions need to be made by those in the community.
- (3) ***Identify specific strategies, or tactics to achieve the objectives.*** Strategies should detail the "who, what, where, when and how" necessary for implementation. It is important to base the strategies upon the economic and organizational capacities of those involved.
- (4) ***Develop an action plan for implementation.*** The action plan should detail the agreed-upon goals, objectives, and strategies, specifying time for completion and clearly designating responsibility for implementation. The action plan provides a framework for evaluation. It is recommended that those involved regularly evaluate their progress.

The below listing of goals, objectives and strategies is not comprehensive. They are merely suggestions, meant to serve as a framework for the neighborhood. More specific objectives and strategies will be needed to identify responsibility for implementation and reasonable timelines. As such, strategies are not necessarily included for every objective identified.

An important part of finalizing the objectives and strategies will be determining the phasing of improvements. It is suggested that the entire study area be included within the action plan, however it may be beneficial to phase improvements either throughout the entire area or to proceed on a block by block basis. It may be appropriate to include blocks with similar challenges and/or which are located adjacent to one another.

Most importantly, although the study area has been designated between 22nd Avenue NE and 26th Avenue NE, any improvements need to be planned with respect to the larger community.

Goal 1.0: Increase the sense of security; decrease the perception of crime in the rear parking areas and alleyways.

Objectives:

- 1(a) Create a better *definition of space* between the commercial areas along Central Avenue and the residential properties beyond the alley.
- Possible Strategies:
- Eliminate commercial use of alleyways when ever possible through the addition of landscaped areas and/or the use of fencing.
- 1(b) Limit the number of access points and routes through the rear parking areas and alleyways.
- 1(c) Provide for additional lighting where deemed deficient and/or modify existing lighting determined to be inconsistent with the needs of the area.
- Possible Strategies:
- Promote the use of wrap around pedestrian lighting as proposed by the streetscape design.
 - Provide additional pedestrian lighting and ground lighting in landscaping areas whenever possible.
 - Create a mechanism (possible funding) or other incentives for property and business owners identified within this report as having in-effective lighting to make the improvements suggested within the lighting segments of this report.
- 1(d) Create block clubs that are representative of the mixed use along Central Avenue.
- Possible Strategies:
- Encourage participation of residents, business/property owners as well as residents who live across the alleyway.
 - Develop programs to qualify for block club grants.
- 1(e) Organize CPTED reviews for all interested businesses.
- Possible Strategies:
- Focus efforts on the exterior as well as the interior environment.
 - Work closely with staff from Minneapolis CCP SAFE and the Neighborhood Revitalization Program (NRP) to organize and conduct reviews.
- 1(f) Work with City Council members and the zoning department to control loitering of day labor agency clients along the Avenue.
- Possible Strategies:
- Pursue provision of a lounge and public restroom for their clients.

1(g)

Increase "eyes" on the parking and alleyway areas.

Possible Strategies:

- Insure regular maintenance of landscaping to eliminate hiding places.
- Remove block glass and replace with regular glass windows. Provide additional windows near rear customer entrances whenever possible.
- Encourage the establishment of patio/seating areas and lingering places for area restaurants, cafés and delis. *Note: Establishing an outdoor seating area requires site plan review of the property before receiving a permit. Outdoor eating areas are trendy amenities currently missing within the Central Avenue area. Creating indoor seating areas with large windows overlooking the rear parking area is another option in situations where the amount of customer parking is limited.*
- Encourage the expansion of small grocery/convenience stores to provide deli-style products and to offer seating areas to the rear of buildings.
- Examine the possibility of opening the visibility of the parking areas from the side streets. This may involve removal/redevelopment of some housing and/or the realignment of alleyways to accommodate those commercial buildings which are currently built up to the alleyways.

1(h)

Improve exterior and physical appearance of buildings, rear entrances and parking areas.

Possible Strategies:

- Promote the continued use of Paint and Fix and NRP funding.
- Create additional programs to target specific improvement needs.
- Demolish vacant and blighted accessory structures.
- Remove wire fencing and replace with less obtrusive decorative fencing or landscaping as it contributes to an increased perception of crime.
- Ensure immediate removal of all graffiti through the creation of a task force and/or an awareness campaign to area property owners and residents. The graffiti hotline for the City of Minneapolis is 673-2090. The inspections department will cite properties that fail to remove graffiti and set deadlines for action/removal.
- Develop maintenance standards for all properties.
 - Stress the need for immediate repair of aesthetic design features, removal of graffiti, maintenance of landscaping and trash enclosure areas.
 - Work closely with the Minneapolis Housing Inspectors assigned to Central Avenue to enforce legally adopted maintenance standards.
 - Develop a notification flyer for any residential property in violation and request immediate action to remedy the situation.
 - Notify Council Member Ostrow and/or Biernat when properties are being reported to inspections for failure to comply with ordinance standards. Follow up with council members and inspections to ensure compliance.

Goal 2.0: Increase awareness and use of rear parking areas by employees and customers.

Objectives:

- 2(a) Encourage further use of signage along Central Avenue to direct customers to rear parking.
- 2(b) Develop marketing strategies to encourage the use of the rear parking areas.
- 2(c) Improve the signage in rear parking areas.

Possible Strategies:

- Clearly designate areas reserved for the customers of particular businesses, owners and residents.
 - Provide lighting for signage in area used after dark.
 - Provide short-term (or pickup only) parking for the following businesses and others as deemed appropriate: Chinn Fua Restaurant, Subway, NE Office, Queen of Cups, Devon Grocery, Discount 70, and others.
 - Encourage employees to park to the back of the rear parking areas.
- 2(d) Ensure that parking time zones are enforced within designated area. (Between 20th Avenue NE and 26th Avenue NE.)

Goal 3.0: Enhance the aesthetic characteristics of the area to help create a greater sense of ownership for those working and living in the area.

Objectives:

- 3(a) Encourage greening of parking areas through the use of planters, raised landscaping beds, patio areas and buffers along the side streets, and when possible, along the alleyways.
- 3(b) Ensure that all trash enclosures are shielded from customer view. Relocate such enclosures away from the buildings when ever possible.
- 3(c) Encourage the use of decorative fencing and public art within the alleyways.

Possible Strategies:

- Work with Foster Willey Jr. (612) 782-8629 and Art-A-Whirl representatives to explore possibilities for public art and funding sources.
- Apply for funding for landscaping from the City Tree Project.
- Provide incentives, subsidies or grants to encourage quality improvements.

- 3(d) Develop standards for redevelopment of parking areas and rear customer entrances to control quality and maintain consistency throughout the commercial district.
- 3(e) Encourage the use of block club funds for further enhancements to the parking areas and/or rear building facades.
- Two granting programs currently exist: *The Block Club Incentive Program*: Provides neighborhood watch signage or five free motion center lights for block clubs that have been inactive for two years. The second program, the *Block Grant*, provides \$250/block for 'easy grants' or up to a \$1000 for more complicated programs sponsored by two to four adjacent blocks. To qualify, blocks must demonstrate that they are working together for planning and implementation of a long-term activity/program. A minimum of one person from must also attend block club training.⁴⁹
- 3(f) Soften the language of signage in the alleyways to create more of a welcoming atmosphere.
- 3(g) Establish a business improvement district or other funding mechanism to pay for regular maintenance or replacement of landscaping and architectural elements when needed.
- 3(h) Provide decorative garbage receptacles for convenience stores and other businesses that have problems with customers who litter upon departure.
- Possible Strategies:
- Create maintenance standards for area businesses to empty garbage receptacles and clean up after their customers in parking areas.

Goal 4.0: Use space efficiently in rear parking areas.

Objectives:

- 4(a) Identify vacant and blighted structures/buildings and develop a plan to pay for their removal.
- 4(b) Promote shared parking arrangements on each block.
- 4(c) Create landscaping areas to help direct traffic and designate parking aisles during the winter months.
- 4(d) Encourage signed and reserved spaces for business owner and resident parking as well as short-term parking for customers.

- 4(e) | Designate highly visible short-term parking in addition to resident and employee parking when appropriate to use.

Goal 5.0: Promote the use of public transportation and other non-motorized forms of transport by customers, employees and residents.

Objectives:

- 5(a) | Increase the visibility of businesses that sell Metro Transit passes.
- 5(b) | Educate business leaders and property owners about the benefits of providing incentives for public transportation to their employees and residents.
- 5(c) | Work with area business associations to develop creative incentives for public transportation.

Possible Strategies:

- Develop an occasional free shuttle to bring downtown business people for lunch and sidewalk sales along Central Avenue's commercial corridor.

- 5(d) | Provide bike racks in rear parking areas.

Possible Strategies:

- Locate racks in highly visible areas and provide appropriate lighting.

- 5(e) | Create a pedestrian-friendly environment within the commercial area, developing safe linkages with the abutting residential properties.

Possible Strategies:

- Enhance the pedestrian environment through the addition of benches, lighting, signage and walkways.
- Evaluate the timing of stoplights/crosswalks along Central Avenue.
- Consider traffic-calming methods to control speed along pedestrian corridors.
- Enhance and call attention to pedestrian crosswalks through the use of varying pavement, brick and/or striping.
- Attempt to limit the number of curb cuts within each block.

Goal 6.0: Improve the residential housing stock adjacent to the Central Avenue commercial corridor.

Objectives:

- | | |
|------|---|
| 6(a) | Identify vacant or substandard housing to be demolished and create a plan for implementation. |
| 6(b) | Consider removing housing to increase green space and provide for shared parking for businesses and residential units within the block. |
| 6(c) | Work closely with the Minneapolis Housing Inspectors assigned to Central Avenue to enforce proper maintenance standards. |

Possible Strategies:

- Develop a notification flyer for any residential property in violation and request immediate action to remedy the situation.
- Follow through with citations from inspections in the event that compliance is not achieved.

Goal 7.0: Maintain mixed-use and historic character of Central Avenue's commercial corridor.

Objectives:

- | | |
|------|---|
| 7(a) | Create design guidelines to maintain streetwall and historic facades. |
| 7(b) | Consider creating an overlay district for Central Avenue. ⁵⁰ |

Goal 8.0: Develop a greater sense of community and cooperation between adjacent blocks.

Objectives:

- 8(a) Organize quarterly gatherings of area business/property owners.

Possible Strategies:

- Use the Northeast Economic Development Council (NEEDC) to manage such activities.

- 8(b) Explore the creation of creative shared parking incentives and other marketing mechanisms to increase cooperation among business and property owners.

Possible Strategies:

- Offer discount coupons for particular businesses that are sponsored for by businesses that profit from the use of parking areas on adjacent blocks.
For example: Tom's Barber Shop could offer a \$.50 coupon to patrons using the adjacent Subway parking lot until their block has an established parking area. Monitor results of any parking incentives.
- Develop incentives to encourage customers to park, shop and then walk to additional shops and restaurants along Central Avenue.
- Develop signage that demonstrates cooperation. *For example: "Please reserve courtesy of one hour to shop along Central Avenue."*

- 8(c) Develop a marketing plan for the central business district to publicize improvements and recognize participating business/property owners.

Goal 9.0: Empower Central Avenue business/property owners to continue with the design and site plan review process to lead the redevelopment of their rear parking areas.

Objectives:

- 9(1) | Designate a business leader for each block to spearhead the redevelopment planning process.

Possible Strategies:

- Work in close partnership with representatives from the Audubon, Windom Park and Holland Neighborhood Associations.
- Establish round table discussions with all block property/business owners and residents to discuss desired outcomes and options for redevelopment.
- Communicate design principles and goals to staff at the Minneapolis Planning and Zoning Departments once established.
- Request feedback concerning the viability of suggested improvements.
- Organize a review of the concepts with CCP SAFE staff and representatives from the Neighborhood Revitalization Program.
- Contact an open house meeting for the entire block, including residents across the alley as well as businesses on the corner of adjacent blocks.

Demonstration Projects and Redevelopment Considerations

Following the assessment of each block within the study area and review of the local zoning ordinance, one block was selected to serve as a demonstration project for the remaining study area. The Marino's Block (22nd Avenue – east) was selected due to the existence of a shared parking agreement between the businesses on the block. A concept plan was developed and brought through the site plan review process to receive feedback from the zoning, planning, public works and other various departments and ensure compliance with the Minneapolis Zoning Ordinance. A concept plan, although prepared for the Lowry Avenue (east) block, has not been thoroughly reviewed by the Site Plan Review Committee. The remaining blocks will require an additional planning as they may require land acquisition and/or demolition of auxiliary and/or substandard structures to improve the effectiveness and safety of the parking areas. For such blocks, suggestions for further consideration by the neighborhood have been provided. Factors such as the pending revision of the Minneapolis Zoning Ordinance, possible changes in property ownership and available funding will also impact the direction of redevelopment for parking areas within the study area.

It should be stressed that the proposed plan is only a conceptual plan. The next step of the process will involve a series of meetings with the neighborhood and select city staff to finalize the redevelopment plan and finalize the phasing and funding responsibilities for implementation. The process and guidelines presented within this report are meant to guide the neighborhood(s) as they move forward in the site plan review process for each of the remaining blocks. It is also hoped that this project may serve as a model for other former streetcar districts throughout Minneapolis as they attempt to enhance their mixed-use areas.

The Marino's Block

The aerial photo in Appendix K illustrates the existing conditions of the Marino's lot: *Aerial Photos of Blocks within the Study Area*. Currently, there is open access from the alleyway and inefficient angled parking at the southeastern corner of the site. The area to the east of the alley is zoned residential. The priority for redevelopment was to restrict commercial access to the alley (delivery and customer traffic) and create a more efficient use of space to maximize on-site parking. The proposed design illustrated by *Figure Four: Proposed Redevelopment of Marino's Block* calls for the following improvements (moving down the drawing):

- *Maintain existing curb cut on the north end of the lot.*
- *Replace or repair the existing pedestrian scale lamp to the east of the north access.*
- *Create a boundary to restrict commercial use of the alley.*

The design proposes alternating landscaped islands with a section of four to five treated cedar posts, linked with a decorative chain. This design will allow for water run-off to flow to the alley rather than remain trapped within the parking area. In total, the alley is proposed to have five landscaped islands measuring 50 feet in length and a minimum of five feet in width.⁵¹ It is suggested that each island be planted with three salt-tolerant trees, six rose bushes and creeping juniper as a possible ground cover.

- *Refresh and maintain the existing landscaping areas behind Rushford Square.*
- *Create a dumpster enclosure area to be shared by Rushford Square and Chinn Fua Restaurant.*
- *Create a landscaped island to help direct traffic during the winter months and provide shade.*

This median is proposed to contain two salt tolerant trees, three to four rose bushes and creeping juniper as ground cover.

- *Widen the walkway/ramp at the rear of Joette Design and Manny's BarberShop to allow for handicap accessibility.*

The walkway and ramp areas are proposed to be widened to five feet. Continuous curbing should also be installed along the top of the walkway to prevent water from settling by the doorway. The design indicates the possibility of having two handicap parking spaces.

- *Improve the dumpster enclosure area behind Marino's.*
- *Realign the curb cut closest to the building and create an additional curb cut further to the east to substitute for the former alley access.*
- *Provide landscaping and a bicycle rack along the southern boundary.*

Zoning requires fifteen feet, however, due to the limitations of the site, they could consider a minimum of four feet through a variance process. A bike rack is also proposed within the landscaped area closest to Marino's restaurant. These southern landscaping areas would be planted with rose bushes and creeping juniper. Additional trees are not proposed due to the requirements of zoning to maintain a triangle of visibility when exiting the lot.

The end result is the closure of the alley to commercial traffic, clearly designated parking aisles, along with the creation of a more attractive and welcoming environment. The addition of rose bushes along the alley will add beauty as well as discourage foot traffic.

Issues remain, however, that will need to be finalized during the next phase of the project. Comments from Steven Collins in Public Works suggest that the landscaping area along the alleyway should remain solid to avoid the compacting of snow during the winter months into the proposed cedar post segments. Discussions with various city staff reveal further preference in design. These preferences vary depending upon the department. An example is the preference of the planning department to reduce the number of curb cuts along 22nd Avenue (if possible) to only one access point, believing that such a limitation creates a safer environment for pedestrians. In another example, whereas the zoning department is satisfied with the drive aisle proposed through the parking area and the second curb cut along 22nd Avenue, CCP SAFE staff have commented that the design has created – in effect – a second alley. CCP SAFE would rather see a more obstructive sight line across the parking area to reduce the ability for any individual intent on criminal activity to maneuver quickly through the lot. The existing pole light along the southern boundary of the site (closest to the restaurant) may also need to be relocated by Northern States Power (NSP) if the initial curb cut is relocated away from the building as proposed.

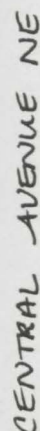
Such differing viewpoints stress the need for a multi-disciplinary effort in determining the redevelopment of older commercial districts. The selection of a final plan must be done in context with the surrounding area and with respect to the physical limitations of the site.

Site Plan Review

The below listing of documentation was required by the zoning department in preparation for the site plan review process for the lot. Copies are attached as appendices to assist the neighborhoods as they move forward with other blocks within the study area. Additional materials and maps were provided to the Holland Neighborhood Improvement Association for future use.

1. The amount of existing parking required per use, divided by parcel, as indicated by the current zoning ordinance. *Refer to Appendix L.*
2. The actual amount of parking for each use per parcel. *Refer also to Appendix L.*
3. A map indicating the property lines, existing structures, location of existing utilities and topography. Such a map was prepared for the entire study area and is in the possession of the Holland Neighborhood Improvement Association.
4. The history of use for the entire block, dating back before the 1963 zoning ordinance. *Refer to Appendix M.*
5. Scaled architectural drawings of the proposed redevelopment. *Refer to Figure Four.* An application was also prepared specifying the name of the applicant, the total lot area, lot dimensions and square footage calculations for buildings, impervious surface and green space.

22ND AVENUE (EAST)



REFRESH EXISTING
LANDSCAPING OF
CONIFER BUSHES

DUMPSTER -
ENCLOSURE

MEDIAN
PLANTED WITH
2 TREES, ROSE
BUSHES & —
GROUND COVER

PROPOSED
LOCATION OF
BIKE RACK WITH
A BENCH &
LANDSCAPING

EXISTING LAMP POLE
TO BE RELOCATED

PEDESTRIAN SCALE LIGHTING

TREATED WOOD
POSTS WITH
DECORATIVE
CHAIN LINK

ALLEY

FIVE LANDSCAPING
AREAS: EACH WITH
3 TREES, 6 ROSE
BUSHES &
CREEPING JUNIPER
AS GROUND COVER

LANDSCAPED
AREAS TO BE
PLANTED WITH
ROSE BUSHES
& GROUND
COVER

1" = 40 FEET

40 SCALE

Sully's Lot

The aerial photo in Appendix K illustrates the existing conditions of the Lowry Avenue (east) block: *Aerial Photos of Blocks within the Study Area*. The owner of Sully's Pub requested a permit for extended hours of operation and was required to undergo a site plan review. He worked closely with the development of the proposed plan. *Refer to Figure Five: Proposed Site Improvements to Sully's Lot, Figure Six: Recommendations Concerning Sully's Lot – Zoning Department Letter, Appendix L.2: Parking Inventory and Required On-Site Parking for Sully's Lot and Appendix N: History of Use: Sully's Lot*. No decision has been made concerning the redevelopment of this block or the extension of business hours.

Similar goals were applied to this lot with two important distinctions. First, the properties east of the alley, although residential in use, are currently zoned commercial. Although this is proposed to be changed by the revision of the zoning ordinance, the existing zoning ordinance does not restrict commercial use of the alleyways. Creating a *definition of space* between the commercial and residential properties will only be possible with the willingness of businesses within the block. There are also physical limitations on this block which may preclude the eventual separation of use between the commercial and residential properties, such as proposed for the Marino's block. The first challenge involves access to the residential garages across the alley. The garages open facing the alley and are built up to the property line. The creation of a solid boundary dividing the uses along this block may jeopardize garage access (maneuverability) for residents. A second challenge is presented by the smaller size of the lot and the existence of double-row parking up to the edge of the property line. Eliminating commercial access would most likely eliminate one entire row of parking.

This concept plan attempted to improve maneuverability within the lot and enhance the aesthetic character of the area. No fencing or landscaping is proposed along the alleyway. Until the issues identified above can be resolved, the addition of a landscaped islands and entryways and a summer patio area would go a long way to strengthening the sense of community and perception of safety for customers and adjacent residents. The addition of landscaping will help direct customer parking while providing shade (assuming tree(s) are planted). The identical mix of plantings is proposed to be consistent with the quality of landscaping on the Marino's lot. It is recommended that additional blocks use similar planting materials to create a complete image for Central Avenue's business district.

The end result of this plan is a loss of one parking space. This figure includes the loss of three marked parking spaces along the north end of the site that are currently used for dumpster storage. The concept plan proposes the creation of a permanent enclosure for the dumpsters. The plan also calls for the designation of a handicap-parking stall behind Sully's Pub and the Hamburger Joint. There is currently no designated handicap parking on the south end of the parking area.

FIGURE FIVE: PROPOSED SITE IMPROVEMENTS TO SULLY'S LOT

LOWRY AVENUE BLOCK (EAST)

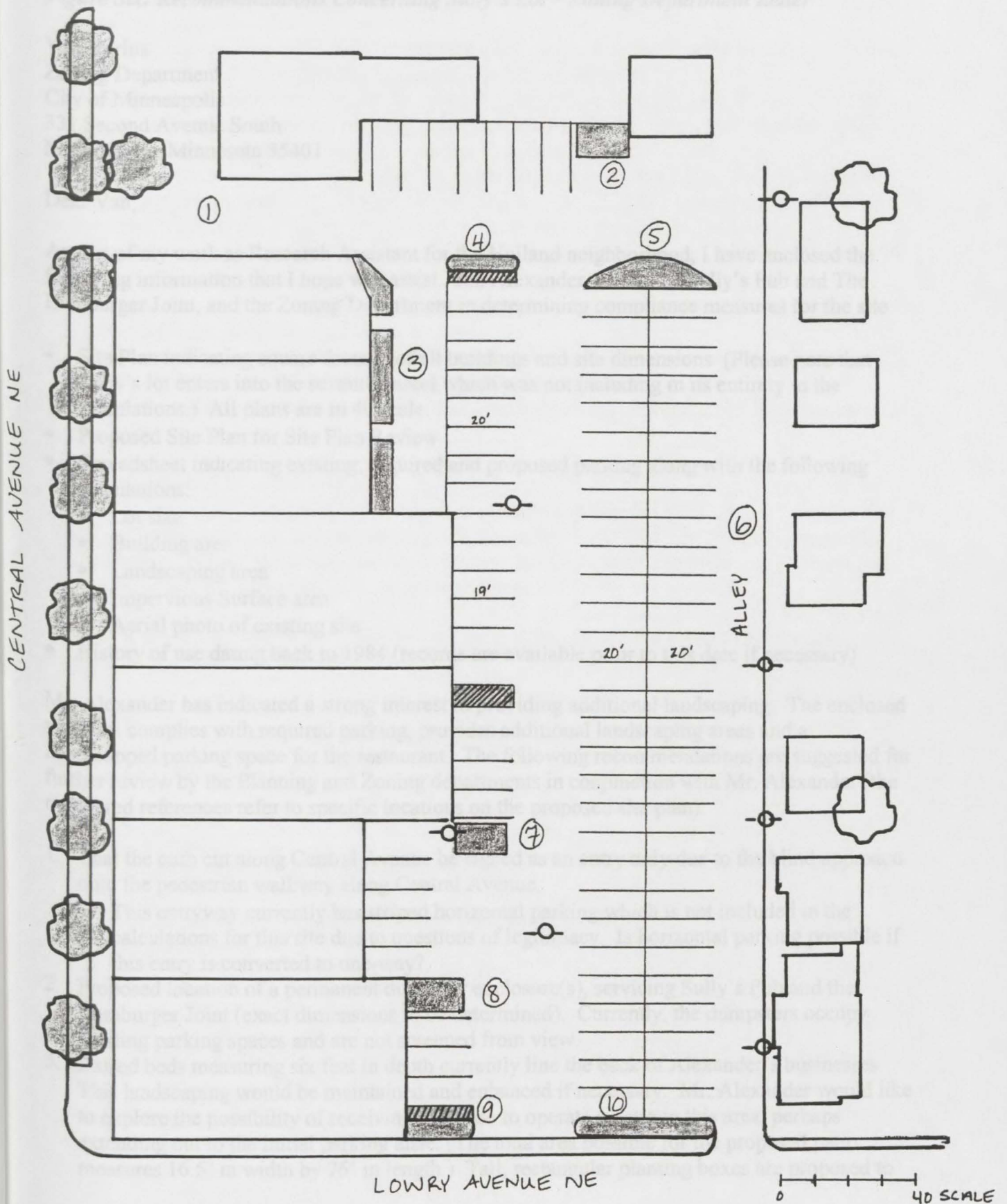


Figure Six: Recommendations Concerning Sully's Lot – Zoning Department Letter

Van Vorhis
Zoning Department
City of Minneapolis
331 Second Avenue South
Minneapolis, Minnesota 55401

Dear Van,

As part of my work as Research Assistant for the Holland neighborhood, I have enclosed the following information that I hope will assist John Alexander, Owner of Sully's Pub and The Hamburger Joint, and the Zoning Department in determining compliance measures for the site.

- Site Plan indicating square footage of all buildings and site dimensions (Please note that Sully's lot enters into the seventh parcel which was not including in its entirety in the calculations.) All plans are in 40 scale.
- Proposed Site Plan for Site Plan Review
- Spreadsheet indicating existing, required and proposed parking along with the following calculations:
 - Lot size
 - Building area
 - Landscaping area
 - Impervious Surface area
 - Aerial photo of existing site
- History of use dating back to 1984 (records are available prior to this date if necessary)

Mr. Alexander has indicated a strong interest in providing additional landscaping. The enclosed proposal complies with required parking, provides additional landscaping areas and a handicapped parking space for the restaurant. The following recommendations are suggested for further review by the Planning and Zoning departments in conjunction with Mr. Alexander (the numbered references refer to specific locations on the proposed site plan):

1. That the curb cut along Central Avenue be signed as an entry only due to the blind approach onto the pedestrian walkway along Central Avenue.
 - This entryway currently has striped horizontal parking which is not included in the calculations for this site due to questions of legitimacy. Is horizontal parking possible if this entry is converted to one-way?
2. Proposed location of a permanent dumpster enclosure(s), servicing Sully's Pub and the Hamburger Joint (exact dimensions to be determined). Currently, the dumpsters occupy existing parking spaces and are not screened from view.
3. Raised beds measuring six feet in depth currently line the back of Alexander's businesses. This landscaping would be maintained and enhanced if necessary. Mr. Alexander would like to explore the possibility of receiving a license to operate a patio in this area, perhaps extending out to the initial parking aisle. (The total area possible for the proposed patio measures 16.5' in width by 76' in length.) Tall, rectangular planting boxes are proposed to

line the east-side of the patio area, such as those used by D'Amico & Sons along Hennepin Avenue South.

4. One parking space would be lost, providing a four-foot landscaping area to define the initial parking aisle and allow for the creation of a handicapped space.
5. Two parking spaces would be lost to create a generous landscaping area, having a maximum depth of 9 feet, to define the parking aisles and provide shade. Trees and other plantings would be obtained through a grant from the City Tree Project.
6. Access to the alleyway is not restricted to commercial use as this entire block is currently zoned for commercial use. Garages which face the alleyway also restrict any plans for creating a definition of space between the commercial and residential properties.
7. Proposed location for a permanent dumpster enclosure, serving Holy Land and Certified TV (exact dimensions to be determined).
8. Proposed location for permanent dumpster enclosure, serving Subway, NE Office and Queen of Cups (exact dimensions to be determined).
9. Expand existing landscaping to measure five feet in depth, extending along the length of the handicapped space. A bike rack is suggested for this area.
10. Existing landscaping will be maintained and enhanced with new plantings from the City Tree Project.

Grant requests will be submitted to the City Tree Project for all blocks within the study area (22nd to 26th Avenues). In an effort to maintain consistency throughout the area, the suggested plantings include salt-tolerant, deciduous trees, rose bushes and possibly creeping juniper for ground cover. A final landscape plan would be prepared in conjunction with staff at the City Tree Project and the Minneapolis Zoning Department.

If there is any further information needed, please feel free to contact me at 612/822-8887. I would be happy to assist in anyway possible.

Sincerely,



Catherine Geisen
Research Assistant
Neighborhood Program for Community Revitalization

Cc: Paul Ostrow, City Council Member – First Ward
John Alexander

Further Considerations

As mentioned earlier, there remain considerable questions on the remaining blocks. Table Four (on the following page) identifies the major considerations for each site. *Refer the Appendix K: Aerial Photos of Blocks within the Study Area* for the existing site conditions.

The categories contained in the matrix refer to the following:

- ***Possibility for Separation of Use:*** This column indicates whether a possibility exists to create a physical or natural barrier (i.e.: the addition of a fencing and/or landscaping buffer) between the commercial properties along Central Avenue and the residential properties opposite the alley. The type and degree of separation will depend upon cost and site limitations. It is recommended, however, that similar techniques be employed within each block to provide consistency and additional character for the commercial district.
- ***Opportunity for Shared Parking:*** Refers to whether the consolidation of individual parking lots into one shared lot serving businesses and residential units is possible.
- ***Additional or Movement of Existing Curb Cuts:*** Refers to the placement of vehicle access points into and out of the parking areas.
- ***Demolition Required:*** Indicates vacant and/or underutilized structures whose demolition would help with the creation of shared parking and/or more efficiently designed parking areas.
- ***Additional Land Required:*** Identifies site limitations resulting from the buildup of property to the alley and/or the lack of space with which to create adequate shared parking facilities.
- ***Possibility of Additional Landscaping:*** Identifies opportunities for increased landscaping - both within and along the boundaries - of individual and/or shared parking areas.
- ***Complicating Issues:*** Identifies planning issues to be addressed prior to the creation of redevelopment plans for the block.

Table Four: Site Considerations for the Remaining Blocks within the Study Area.

	Possibility for Separation of Use	Opportunity for Shared Parking	Additional or Movement of Existing Curb Cuts	Demolition Required	Additional Land Required	Possibility of Additional Landscaping	Complicating Issues
22nd West	Somewhat separated by garages and parking areas.	Existing	Not anticipated	Not anticipated: Garages are in use.	No	Yes: With the loss of two parking stalls.	This lot is very small and is restricted by the layout of the winding alley. No physical redevelopment is envisioned for this block.
23rd West	No	Existing	Possible	Possible: In the event that the garage sites become available.	Yes	Yes: In the event that additional land is acquired. Currently not possible due to shortage of parking.	This lot experiences regular parking shortages. Demolition of the existing garage sites would allow for additional parking area. The existing lot abuts the apartment building to the west.
24th East	Yes	Yes	Non currently exist	Yes: Two to three houses along the alley and the former dry cleaning structure.	Yes	Yes	The only access to the rear lot is via the alleyway. Commercial structures are built up to the alley. Currently, there is no commercial parking lot, just open space. The alley may need to be realigned and widened.
24th West	Existing	Yes	No	Yes	No	Yes	The majority of existing parking is angled. Aligning the parking for the entire block may be a challenge.

	Possibility for Separation of Use	Opportunity for Shared Parking	Additional or Movement of Existing Curb Cuts	Demolition Required	Additional Land Required	Possibility of Additional Landscaping	Complicating Issues
Lowry West	Possible	Yes: For the northern and southern portion of the block (separated by the elongated building mid-block).	Yes	Yes: The vacant white structure behind Devon Grocery. The houses to the west of the alley (north side of the site) are in very poor condition. They could be removed to provide parking for the Islamic Center.	Yes: To improve visibility of the alleyway from both side streets and provide on-site parking for Discount 70.	Possible	The structures on the north and south sides of the block are built up to the alley. The warehouse on the north side of the site and the boxing gym to the south could be demolished to open visibility into the alley and to create parking for Discount 70. Land would need to be acquired from the residential properties further to the west to allow for a possible realignment of the alley. Ample parking exists throughout the block; however, the layout of individual parcels restricts opportunities for shared parking.
26th West	Yes	Yes	No	Possibly: Single-Family homes adjacent between the Islamic Center and alley.	Not Necessary	Yes	There is sufficient parking for the Dollar Store and Clean-n-Press on the southeastern corner of the site. The Islamic Center (the third structure west of the alley) requires parking and would benefit from shared parking with the commercial uses.

Estimated Costs and Available Resources

Preliminary estimates for the redevelopment of the shared parking area on the 22nd Avenue NE Block (Marino's) is documented in *Table Five*. Unit costs were obtained from the Minneapolis Public Works Department document *Average BID Prices for Awarded Projects (MnDOT): Top items between January 31, 1997 and September 26, 1997*. Precise estimates will be possible once the extent of landscaping and redevelopment has been finalized. *Additional costs will most likely be incurred, although minimal, to seal coat the lot. Please also note that the preliminary cost estimates do not address any additional costs involved in re-grading and paving the lot. There are significant drainage problems on the southern portion of this site as expressed by both the owners of Marino's Restaurant and Manny's BarberShop. Business and property owners may wish to consider this option prior to making any further investments in their properties to reduce the likelihood of future flooding. Preliminary estimates also do not include costs associated with awnings or other exterior façade improvements that were identified as needed to create more visible and welcoming customer entrances. The neighborhoods are encouraged to work closely with the Public Works department to receive a final cost estimate once the plan for redevelopment has been finalized.*

Costs will vary considerably from block to block, depending on the redevelopment scenario chosen by the neighborhoods, the possibility of demolition, pollution remediation and/or land acquisition costs and the phasing of the project. The costs associated with each block will also vary in their amount of landscaping and construction due to the physical differences of each site.

The exact contribution to be made by the neighborhood organizations and to be requested by the business/property owners remains to be determined. A large percentage of property and business owners within the study area expressed plans for further investments and/or expressed a willingness to make improvements in the near future. The challenge will be to coordinate the improvement efforts within each block to maximize possible funding for the Central Avenue commercial corridor and surrounding residential areas.

Northeast Minneapolis neighborhoods have applied for a Livable Communities Grant. If received, the grant would provide funding for pedestrian lighting, street improvements, a community center, and other redevelopment projects consistent with the Central Avenue Plan. Many other potential sources of funding remain. A few are identified below.

- ***The Neighborhood Revitalization Program (NRP):*** Matching funds have been allocated by Northeast neighborhoods for demolition costs and business improvements. Such programs include a by-down interest program for business improvements within the Audubon Neighborhood and the Paint and Fix program sponsored by the Northeast Business Association (NEBA), which provides matching grants for exterior improvements.
- ***The City Tree Project:*** Available grants would cover the purchase costs of all trees, rose bushes and other plantings for landscaping the rear parking areas. It is recommended that the neighborhoods apply for a grant incorporating the estimated costs of landscaping all blocks within the study area.

- ***Business Improvement and/or Special Service Districts:*** The creation of a special taxing district or individual property assessments remains an option to defer payment of large-scale improvements and provide long-term maintenance of redeveloped areas.
- ***Block Club Grants:*** One thousand-dollar grants are provided upon the establishment of a block club which incorporates/organizes two adjacent blocks. A block in this context refers to two adjacent blocks which front Central Avenue.
- ***Minneapolis Community Development Agency (MCDA):*** MCDA offers two percent loans for qualifying businesses as well as low interest loans for building demolition, rehabilitation and pollution remediation (removal) costs.
- ***Foundation and further government support:*** Northeast neighborhoods could pursue funding from a variety of foundations within the Twin City area. The enhancement of urban corridors is a priority of the Mayor Sharon Sayles Belton. The Mayor and Hennepin County have expressed strong interest in enhancing the intersection of Central Avenue NE and Lowry Avenue NE.
- ***Tax Increment Financing (TIF) District:*** Northeast neighborhoods could also explore the possibility of creating a special TIF District to help spur redevelopment of housing along the alleys.

Other Public-Private Efforts

The Holland, Audubon and Windom Park Neighborhoods are fortunate to possess a large group of committed volunteers who have already undertaken a number of improvement projects. These include the NRP Task Force Committees, the Northeast Economic Development Council (NEEDC), the Edison Basin Committee, and the Implementation Committee for the Central Avenue Plan to name a few. Additional volunteer efforts could be organized to spearhead the planning process for each of the individual blocks within the study area, to coordinate efforts with city staff during the site plan review process and to form committees to assist with the planting and/or on-going maintenance of landscaping materials.

Partnership opportunities also exist with the local arts community for the creation of design features such as: benches, bike racks, bus stops, creative signs and Central Avenue banners along with public art sculptures. Linkages with the local YMCA, Edison High School and other youth groups such as Americorps may also be a source of labor assistance for maintenance of the parking areas and/or such projects as construction of decorative window boxes and planters. Possibilities may also exist for low-interest loan options and/or other funding support from Norwest and US Bank.

Table Five: Preliminary Costs – Marino's Block

	Qty.	Unit	Unit Cost	Total Cost	Notes
Permit fees	1	Each	\$25.00	\$25.00	
Remove Sidewalk	150	SF	\$0.50	\$75.00	
Remove pavement	643	SY	\$1.48	\$951.64	
Remove curb and gutter	60	LF	\$2.31	\$138.60	
Sawcut bituminous pavement	500	LF	\$1.33	\$665.00	This may not, however, be necessary along the alley.
Salvage light pole	1	Each	\$550.00	\$550.00	
Remove landscaping in poor condition		Hourly		\$0.00	
Remove existing light fixture - Rushford Square	1	Each	\$11.00	\$11.00	
Install curb and gutter	753	LF	\$8.00	\$6,024.00	
Install 6x6 posts (delivered/driven) and chain	16	Each	\$55.00	\$880.00	
Sidewalk replacement	40	SF	\$5.81	\$232.40	
Premium fill/topsoil	140	CY	\$13.00	\$1,820.00	
Irrigation tubing	800	LF	\$0.20	\$160.00	
Electrical pump and timer	1	Each	\$50.00	\$50.00	
Markings	2000	LS	\$0.10	\$200.00	
Trees	17	Each	\$40.00	\$680.00	City Tree Project Grant
Rose bushes	73	Each	\$14.00	\$1,022.00	City Tree Project Grant
Weed cloth	700	SY	\$1.00	\$700.00	
Wood chips	800	SY	\$0.00	\$0.00	Free (if hauled) from the Park Board
Shrubs (replacement behind Rushford Square)	10	Each	\$52.30	\$523.00	CTPG - average cost of 2' to 4' deciduous shrubs
Ground cover (Creeping juniper or flox)	53	Each	\$9.00	\$477.00	City Tree Project Grant
Dumpster enclosure	2	Each	\$4,340.00	\$8,680.00	
Trash receptacle	1	Each	\$450.00	\$450.00	
Bike rack	1	Each	\$400.00	\$400.00	
Pedestrian Light Pole	2	Each	\$1,000.00	\$2,000.00	
Low voltage ground lighting	30	Each	\$20.00	\$600.00	
Maintenance	1	Annual	\$1,000.00	\$1,000.00	Weeding and possible replanting of plant materials
Subtotal Construction Cost				\$28,314.64	
Contingency - 10%				\$2,831.46	
TOTAL PROJECT COST				\$31,146.10	

Requirements for Success

Completion of the planning process and implementation of the proposed improvements will require significant time and effort on the part of residents, business/property owners and city staff. Discussions to date illustrate the willingness of all parties to cooperate and work together for success.

If overlooked, the list of challenges below could become obstacles to implementation.

- ***Allow for flexibility in zoning requirements to better accommodate the enhancement and/or redevelopment of former streetcar commercial districts.***

In discussion with zoning staff, they concede that the current system is more accustomed to greenfield development. Further, the application of zoning regulations is not always clear within older commercial districts. Neighborhood representatives need to work closely with City Staff to maintain support for the project and to ensure efficiency.

- ***Designate block leader(s) to continue with the site plan approval process for each block within the study area.***

Leadership from within the community is crucial to the success of this project. Such leaders should coordinate focus group meetings with adjacent property owners to discuss options for redevelopment and physical improvements as well as the creation of shared parking where applicable.

It is important to encourage the involvement of all business/property owners and residents in this planning process to allow for their voluntary compliance with maintenance standards and zoning requirements. More punitive measures (such as a citation from inspections for poorly maintained properties) should be used as a method of last resort to avoid threatening possible partnerships and opportunities for consensus.

- ***Assign a permanent staff person or volunteer to oversee the completion of the planning process and begin implementation.***

This individual would work closely with the Central Avenue Implementation Committee, serve as a liaison with block leaders (for example: to coordinate additional volunteers for landscaping) and insure the timeliness of scheduled improvements with other planned efforts in the surrounding area. The identification and procurement of additional resources for implementation, such as negotiating the amount of funds to be designated by area NRP plans, could also be another important responsibility.

Moving Forward

The concept of "new urbanism" recognizes the attributes and benefits of mixed-use, pedestrian-friendly neighborhoods, and how safety and a sense of place may be created through proper design. Much of the current efforts, however, seem to focus on putting the "best face forward" of a particular neighborhood. Mainstreet programs and streetscape programs strive to create a welcoming environment by focusing on the design of the principal thoroughfares, believing perhaps, that a healthy corridor will serve as a catalyst for further growth and development in the surrounding residential areas. Wrought-iron fencing, pedestrian lighting and landscaping more often than not, stops short of the alleyways.

Unlike the majority of suburban greenfield development, the alleyway serves as a buffer between the commercial and residential areas of our inner cities. This buffer is constructed most often of concrete, asphalt, poorly maintained metal fencing, or wooden posts. It is where people access their garages and store their garbage. In many communities, the alleyways and rear parking areas often receive little attention, creating a secluded and unsafe environment for customers and neighboring residents.

This project realizes the importance of creating a welcoming environment not only for daily commuters and those who frequent the businesses along the main thoroughfare, but for the residential properties and families that abut such a mixed-use district. A softer and more attractive buffer will translate into a safer environment as residents now have something attractive out their back windows and businesses have a reason to open up the backs of their building. The parking lot, thus, becomes much more than a place to store automobiles. It is a place to dine, to visit with friends and neighbors, and to relax. It becomes part of the community and something to care about.

The suggestions provided within this report evolved from the concerns of those that live and work in the community. City staff was then invited to visit the study area. It was through this hands-on approach that a collective effort was born.

The project is linked closely with other efforts in the community, has helped to strengthen local government's recognition of the issues facing Central Avenue and has been instrumental in capturing the interest of residents and business/property owners who up until now have been largely uninvolved in the revitalization efforts for Central Avenue.

ENDNOTES

- ¹ Each neighborhood has completed their First-Step Action Plans. Windom Park was first on August 1, 1997, followed by Audubon on May 24, 1996 and Holland on February 9, 1998.
- ² The Architectural and Planning firm of Miller Hanson Westerbeck Berger executed the plan with additional assistance from Damon Farber & Associates, Maxfield Research Center, Biko Associates, Bruce Peterson and the Northeast Economic Development Council.
- ³ As identified by the *Central Avenue Parking Inventory* study, completed in September 1996 by Betsy Carlson, Research Assistant from the Neighborhood Planning for Community Revitalization (NPCR) program.
- ⁴ Although predominately white (over 90 percent), each of the three neighborhoods report dramatic increases in the non-white population from 1980 to 1990 within their respective NRP plans.
- ⁵ Comment received during a conversation with Tom Degendorf, owner of Central Avenue Hardware.
- ⁶ In a recent survey, 52 percent of respondents felt that personal safety was a problem in the Holland neighborhood.
- ⁷ The Audubon Park Neighborhood Action Plan, adopted on May 24, 1996 approved over 2.5 million dollars in commercial, housing, physical environment improvements and safety/community programs. They were followed by Windom Park, in August 1997 and the Holland Neighborhood in February 1998.
- ⁸ Northeast Minneapolis neighborhoods, the breakfast club and planned open house were featured in a Star Tribune article on Friday, May 1, 1998. Refer to Appendix C: "Early risers focus on Northeast's health."
- ⁹ The support from local government successfully halted the use of Central Avenue, by one long-term property owner, for the disposal of shipping containers and boxes.
- ¹⁰ Comments received from an interview with Tom, Linda and Michael Mitchell on June 13, 1998.
- ¹¹ Two CPTED presentations were organized to raise awareness within the surrounding neighborhoods. Both were held during monthly Breakfast Club meetings at the office of the Holland Neighborhood Improvement Association (HNIA). The second meeting on June 4, 1998, welcomed Minneapolis Mayor Sharon Sayles Belton. In addition, the Central Avenue Open House on April 16, 1998 featured a preliminary CPTED evaluation of the study area.
- ¹² Brennan, Dean (AICP) and Zelinka, Al (AICP), *Safe and Sound*, Planning August 1997.
- ¹³ Comments received from CCP SAFE Specialist Dan Niziolek on September 28, 1998.
- ¹⁴ The CPTED Strategy Activities cited were obtained from the article *The Secure Store: A Clean, Well-Lighted Place*, written by Timothy D. Crowe.
- ¹⁵ Shea, Cynthia Pollock, *Is Gainville Florida's Most Sustainable City? Part V: Crime Prevention Through Environmental Design*. May 31, 1998.
- ¹⁶ Comments received during an interview with Dan Niziolek, CCP SAFE Specialist on September 28, 1998.
- ¹⁷ *CPTED: Crime prevention from the ground up*. An article provided by CCP SAFE Staff.
- ¹⁸ Such was the mix of professionals used to assess Central Avenue's parking and alleyway areas.
- ¹⁹ *ibid*.
- ²⁰ Crow, Timothy D., *Crime Prevention Through Environmental Design: Applications of Architectural Design and Space Management Concepts*, Butterworth-Heinemann Publishing, June 1991.

²¹ *ibid.*

²² It is recommended that neighborhood leaders explore such opportunities with the assistance of CCP SAFE staff and neighborhood block leaders.

²³ This study includes a preliminary evaluation of exterior lighting within the study area. A more thorough lighting, or CPTED, review of individual properties is possible and highly encouraged through CCP SAFE.

²⁴ The City of Minneapolis provides Cobra HeadLights every 200 feet along the alleyways and side streets. To request the repair or modification of pole lights, residents and property owners may contact NSP at (612) 282-1234 or the Minneapolis Traffic Shop at (612) 673-5750.

²⁵ Individuals are encouraged to contact Minneapolis Zoning Inspector Steve Poor at (612) 673-5837 for assistance with lighting plans.

²⁶ Suggestions and comments within this section were obtained through conversations with city staff and from materials provided by Dan Niziolek, Crime Prevention Specialist, CCP SAFE entitled Section 540: Outdoor Lighting.

²⁷ *ibid.* Section 540: Outdoor Lighting.

²⁸ *Efficacy* is a measure of how efficiently a lamp converts electric power (watts) into light energy (lumens) without regard to the effectiveness of its illumination. High efficacy does not necessarily translate into better illumination.

²⁹ Findings of a survey conducted by Betsy Carlson in conjunction with the *Central Avenue Parking Inventory* conducted for the Holland Neighborhood Improvement Association in September 1996.

³⁰ Comment received in discussion with Michael Van Guilder, owner of the building which houses Photos by Beth on the 24th Avenue Block (west).

³¹ With the exception of the 24th Avenue block (east), where individuals commented that the lot often remains unplowed during the winter months. The smaller divided lots on the 25th Avenue Block (west) seemed difficult to plow thoroughly.

³² Comments suggested the possibility of "crack houses" existing on the block and described the common occurrence of loitering drunks and loud tenants.

³³ Findings of a survey conducted by Betsy Carlson in conjunction with the *Central Avenue Parking Inventory* conducted for the Holland Neighborhood Improvement Association in September 1996.

³⁴ For Manny's Barber Shop this solution will also require substantial costs to realign the ramp to their back entrance which is set at too steep of a grade and is not wide enough to accommodate handicap customers. This information is based on the legal ADA requirements and in discussions with City Staff.

³⁵ The meeting on June 16, 1998 was attended by Jim Moncur, Pam Zeleski and Roger Nubbe of the Traffic and Transportation Departments, Council Members Paul Ostrow and Joe Biernat as Holland Neighborhood Research Assistant Catherine Geisen.

³⁶ Comments from this paragraph were received during a telephone interview with Jim Moncur of the Transportation Department, City of Minneapolis on May 27, 1998.

³⁷ Comments received from the following site http://www.ci.minneapolis.mn.us/news/news-release/19980414_codefor-rf.html which is maintained by the Minneapolis Public Affairs Office, 1997.

³⁸ Comments received during interviews with CCP Safe staff and in discussion with Northeast community leaders in reference to the new security guards at area banks.

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- ³⁹ Comments from Minneapolis Police Officer George Florest in response to questions from residents during the Central Avenue Openhouse concerning the response time of beat patrol officers.
- ⁴⁰ Comments received during an interview with Charles, an employee of Manny's BarberShop.
- ⁴¹ Numerous business and property owners expressed concern over loud and drunken tenants or occupants.
- ⁴² Removal of the garage may be possible according to the property owner, if it would benefit the block and if resources are available.
- ⁴³ *Minneapolis Code of Ordinances, Title 20 Zoning Code and Title 22: Land Subdivision Regulations, Staff Alternative*, Minneapolis Planning Department, September 1998. Draft copy.
- ⁴⁴ Information from this section was obtained from the Zoning Code for the City of Minneapolis, Reprinted in 1996.
- ⁴⁵ The 24th Avenue block (west) presents an exception to this in which the alley is used strictly for commercial purposes. The church property on the other side of the alleyway is divided from the alley with landscaping and fencing.
- ⁴⁶ *Minneapolis Code of Ordinances, Title 20 Zoning Code and Title 22: Land Subdivision Regulations, Staff Alternative*, Minneapolis Planning Department, September 1998. Draft copy. Page 5.
- ⁴⁷ Such allowances are consistent with new urbanism principles which attempt to use parking areas/land more efficiently, allowing for a greater density of development to increase the viability of public transportation.
- ⁴⁸ *Minneapolis Code of Ordinances, Title 20 Zoning Code and Title 22: Land Subdivision Regulations, Staff Alternative*, Minneapolis Planning Department, September 1998. Draft copy. Page 162.
- ⁴⁹ Information from this paragraph is paraphrased from Chapter 528. Off-street Parking and Loading Facilities within the Minneapolis Zoning Ordinance.
- ⁵⁰ Comments received from CCP SAFE Specialist Dan Niziolek on October 19, 1998.
- ⁵¹ An overlay district is a special zoning district established to preserve the character of particular neighborhoods through special design requirements. Neighborhood organizations would work closely with staff of the City of Minneapolis Zoning and Planning Departments. Similar districts currently exist along Hennepin Avenue, and within the Uptown area and Linden Hills neighborhood.
- ⁵² In discussions with Ruydana Obdo of the Minneapolis Planning Department, five feet is the minimum required width for the survival of trees.

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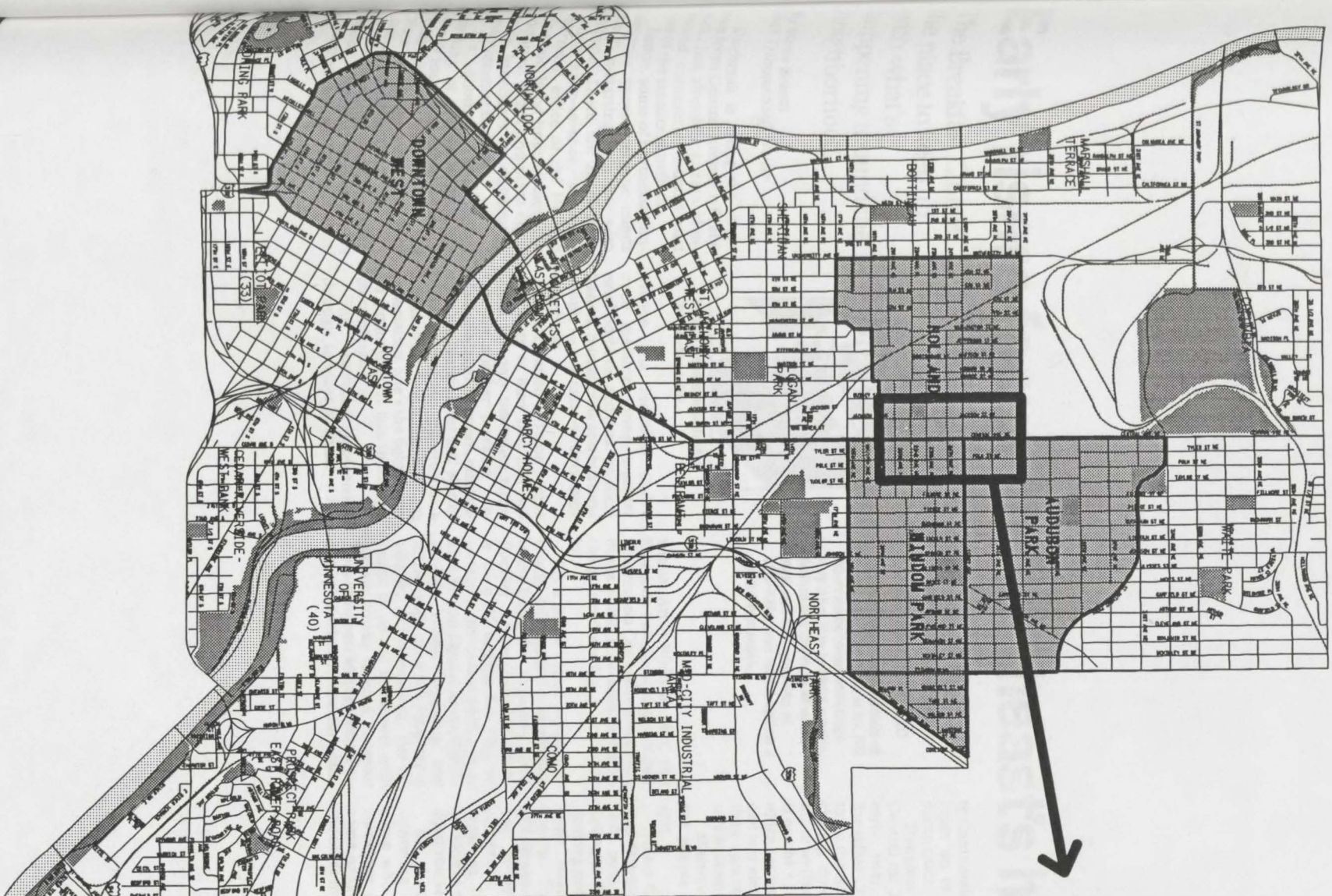
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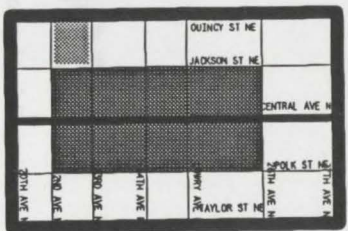
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CENTRAL AVENUE PARKING STUDY AREA



MINNEAPOLIS
GIS



Early risers focus on Northeast's health

The Breakfast Club is the place to keep up with what's happening around the neighborhood.

By Steve Brandt
Star Tribune Staff Writer

Daybreak is lifting the shadows from Central Avenue NE. at 6 a.m., but already a stream of inbound commuters buzzes past one of the smaller storefronts.

Inside, some of northeast Minneapolis' most energetic minds are kick-starting their day with caffeine. There are 28 of them sitting knee-to-knee, crowding the small office of the Holland Neighborhood Improvement Association. Maps and plans cover walls, brochures are distributed, announcements made.

It's another semi-monthly meeting of the Breakfast Club, nearly four years old and already established as perhaps the best place to keep up with what's happening "Northeast."

Launched by three neighborhoods interested in giving more attention to redeveloping Central



Margo Ashmore publishes the *Northeaster*.

Avenue, the Breakfast Club's open meetings bring together neighborhood activists, political leaders, bureaucrats and business people — at a mind-wrenchingly early hour.

"It got started by some people who were so busy that that was about the only time they could take on another meeting," explained Margo Ashmore, publisher of the *Northeaster* and *North-News* community papers and a leader in the North East Business Association. She's the light-handed ringmaster of this morning's proceedings.

The agenda hopscotches through familiar themes — the

More information: The Breakfast Club

The club meets periodically at 6 a.m. at 2516 Central Av. NE. Intervals between meetings vary from two to eight weeks. To find out the date of meetings, call the recording at 789-4352 and select option 3 on the voicemail.

annual Art-A-Whirl in May, the East Side Parade in July, making progress on Central — and introduces some new ones, such as the planned seeding of a vacant lot.

It's a place where people exchange information — and sometimes more. For example, Todd Bockley, a free-lance art curator, is here to explain his plan to reclaim a city-owned vacant lot at 19th St. and Central Av. with sunflowers, alfalfa, amaranth and other crops until the property is ripe for redevelopment. His attempt to recruit volunteers with pickup trucks to haul compost from southeast Minneapolis is interrupted when Hennepin Coun-

ty Commissioner Mark Stenglein pipes up to volunteer a county dump truck.

Stenglein has lived a block off Central for 20 years, and he's an early riser, so attending the Breakfast Club is a natural. One topic that came up at the club — closing down the family assistance welfare office on Central — is one he's already dealt with: The office is closed. The meetings are one way elected officials can keep their ears to the ground, or float trial balloons.

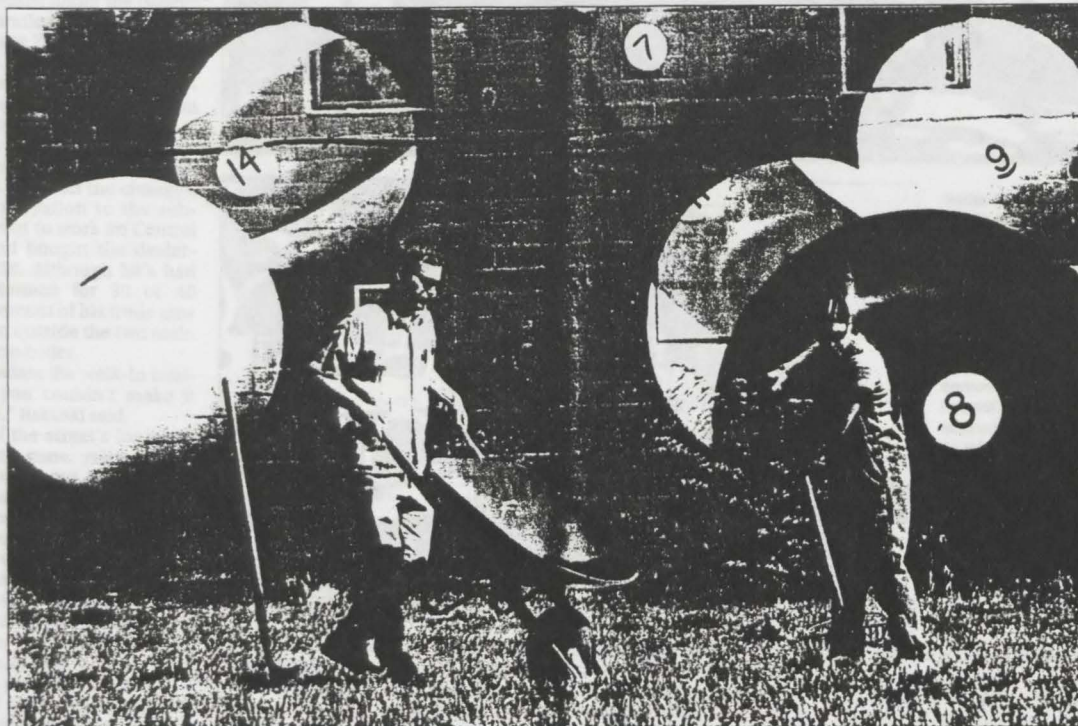
"Margo's pretty good at pulling people together," Stenglein said.

Rookie City Council Member Paul Ostrow got involved in the club both as a neighborhood leader in Windom Park and an aspiring politician. He was one of those interested in improving Central. "There's been an incredible amount of information sharing," he says. "You start building consensus. You start building networks. It's a strong model of the kind of neighborhood cooperation you've got to have."

By 8 a.m., with sunlight streaming through the blinds, those who need to get to jobs elsewhere are slipping out. Yet some hang on until past 9, until the office finally is locked up.

Stretching across northeast Minneapolis, Central Avenue has seen brighter days. But neighbors and businesses have a plan to update housing, parking, lighting and the street itself.

Central recasting



Star Tribune photos by Duane Braley

With a mural of billiard balls as a backdrop, Todd Bockley, left, and Leslie Harper spread compost on a vacant lot in the 1900 block of Central Av. NE., which Bockley plans to plant with sunflowers, alfalfa and amaranth until the property is redeveloped.

By Steve Brandt
Star Tribune Staff Writer

When neighborhood activists and businesses gave City Hall their plan for reshaping Central Avenue, the backbone of northeast Minneapolis, they attached a pointed prop: a spray can of Static Guard.

Their point was that they're not about to let this plan go static. Indeed, after trotting it out for two open houses,

the second of which is Saturday morning, those who want to reshape Central Avenue will turn to raising money to get the job done.

It's an effort to give a New Urbanist update to a street that dates to the turn of the century, in anticipation of the next century.

Suggested changes in lighting, parking, streets and housing would come amid increasing evidence of ethnic changes on Central, where eastern Eu-

ropean accents once were strong.

The 2200 block, for example, includes the Italian-American Hall, Chinn Fua restaurant, a Christian Science reading room, Khalil Accounting, Kwik Cash check cashing, and Manny's barber shop.

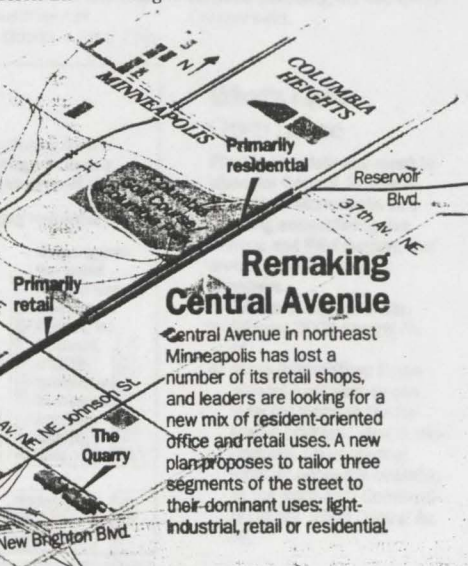
Turn to CENTRAL on B7 for:

- Plan suggests using the principles of New Urbanism.
- The Breakfast Club is where neighborhood issues are hashed out.



North of 20th Av. NE., Central Av. is primarily retail before the streetscape becomes more residential near the Cuthbertson rail yards and Columbia Golf Course and Park.

Light industrial/warehouse/retail mix



Remaking Central Avenue

Central Avenue in northeast Minneapolis has lost a number of its retail shops, and leaders are looking for a new mix of resident-oriented office and retail uses. A new plan proposes to tailor three segments of the street to their dominant uses: light industrial, retail or residential.

Star Tribune graphic by Jane Friedmann

Businesses, neighbors seek a new life for an old avenue

A storefront that once housed the Ukrainian Gift Shop now houses Zabiha Halal meat market and grocery. The market, which has a deli on the way, offers Middle Eastern specialties, including meat processed under the Islamic food preparation requirements of *halal*. Owner Zahida Ali said his customers come from all over the Twin Cities area, including suburbs as far away as Eagan, on their way to the Islamic Center of Minnesota in Fridley.

Paint and wallpaper dealer Jerry Rekuski has seen the changes, including migration to the suburbs. He went to work on Central in 1943 and bought the dealership in 1958. Although he's had some customers for 30 or 40 years, 90 percent of his trade now comes from outside the two main Northeast zip codes.

"I appreciate the walk-in business. But you couldn't make it just on that," Rekuski said.

Many of the street's longtime retailers are gone, relocated to the suburbs or put out of business by postwar suburban shopping centers.

"The problem of Central Avenue is not unlike the problem of Broadway Avenue or Lake Street, which is that it's an old street that hasn't mutated yet into the thing it might be," said Judith Martin, the University of Minnesota's urban studies program director.

Some of the retail storefronts are gone; some have converted to offices or restaurants. The Central Avenue plan suggests using the principles of New Urbanism to address these changes.

For example, it urges that the street be made more friendly to pedestrians, while still accommodating auto traffic, although in a less intrusive way. It asserts that people would be more comfortable parking in back of the buildings if parking lots were consolidated and landscaped, the lighting improved and alleys cleaned up.

Denser housing, such as clustered townhouses, could replace some deteriorated single-family homes. Or buildings facing the street could be built with businesses on the first floor and housing up to three floors above.

New Urbanist thrust

At least two buildings already in place, one modern and one renovated, are in sync with the New Urbanist thrust of the report. New Boston Square combines street-level offices with 98 market-rate apartments stacked above. Parking is underground or on the alley. The 1980s building is massed toward the front of its lot, a marked contrast to the Second Precinct headquarters next door, where a striking Moderne-style architecture is obscured by dozens of parking spots on the street side.

Across from New Boston Square, Janice and John Gairy have renovated 10,000 square feet that once housed the Arione theater and later a Ford dealership.



Some of the storefronts on Central have been converted to offices or restaurants. But Jerry Rekuski, above, still runs the paint dealership he bought in 1958. Most of his trade now comes from those who live outside northeast Minneapolis, he said. At left, Zarina Ali stocked shelves at Zabiha Halal meat market and grocery, which offers Middle Eastern specialties.

Star Tribune photos
by Duane Braley

The Gairys used to have space in the Warehouse District until rents rose. For about the same monthly payment, they've created space for his commercial photography studio, for her business styling and renting photographic props, for offices and for a loft living space above. Their bedroom looks out over Central, but the Gairys said the traffic noise doesn't bother them since they lived in New York City before moving to Minneapolis. Both are on the Holland neighborhood board.

Other changes in the plan include reshaping the upper, residential portion of the avenue, which is dominated by Columbia Golf Course and the Shoreham rail yards on one side, and single-family and apartment housing on the other.

Planners have offered three options for sections of the street — a 16-foot-wide landscaped median with trees, wider boulevards or a bike lane. All the options would remove some on-street parking and add ornamental lights and more trees. Each would have a construction cost of about \$1.5 million.

Financing sought

City Council Member Paul Ostrow said the next step is to find the money to finance the proposed improvements. He said some assessment on Central Avenue property is likely, but he's hoping that can be offset by contributions from the Neighborhood Revitalization Program and a potential grant from the state Livable Communities Act.

He said he thinks a vital Central Avenue is his ward's top concern.

One issue is safety. Hennepin County Commissioner Mark Stenglein, who lives a block off Central, said the avenue is sometimes intimidating at 10 p.m.

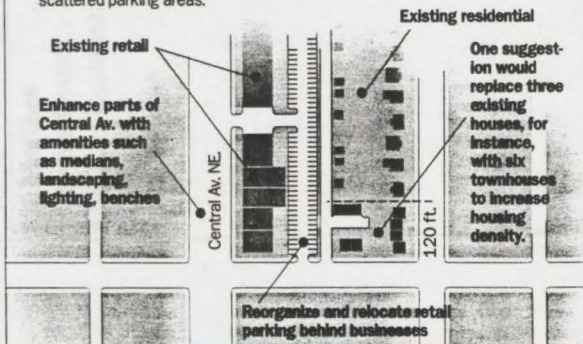
"You have a lot of nefarious characters coming up to you after it's dark, coming up to you drunk. And I'm a big guy," he said.

Stenglein's prescription is to weed out the substandard housing for three to four blocks on either side of Central. Martin agrees that different housing styles will be needed to lure different residents to the area to support its businesses.

"If we want to have people shopping on the avenue, we have to have housing on the avenue," Ostrow said.

On and off Central Avenue

Offstreet areas may get a new look under proposals for reshaping Central Avenue NE. Suggestions include replacing some aging housing with denser townhouse developments, and consolidating and dressing up some of the scattered parking areas.



Star Tribune graphic by Jane Friedmann

What's next: Open house

People can view and react to plans for Central Avenue in northeast Minneapolis at a meeting scheduled by Joe Blernat and Paul Ostrow, the area's two City Council members.

- **When:** 9 a.m. Saturday.
- **Where:** 2504 Central Ave. NE.
- **More information:** Those with Internet access can view the plans at the following address: www.ci.minneapolis.mn.us/central. Internet access is available at the Northeast Community Library, 2200 Central Ave. NE.

Appendix C: Business, Property Owner and Resident Interviews

Individual	Comments
Dr. Granville Lawrence NE Vision Center	<ul style="list-style-type: none"> • He has been in the area nearly 20 years. They are "blessed" with plenty of parking. He commented on the working attitude with adjacent businesses. Employees park in the lot, rarely on Central. Reserved parking for residents above would be nice. Additional lighting would be nice.
Ed Matthes Business Owner – Marino's Restaurant	<ul style="list-style-type: none"> • The entire block works together to contract for maintenance based on the proportion of property. They have found this arrangement to be more cost effective, having more buying power for competitive bids. "We would rather do it than have the City come in." (referring to assessments) The only problems occur due the need to plow before business as it disturbs the residents above. • They have placed notices on cars not using businesses along the block before. • Safety and image are issues which need to be addressed. "Until the human debris is cleaned up, other improvements won't matter." The new police station has helped. Up until 1995 (24 years), his property had never been broken into. Had two break-ins and numerous attempts before able to install the alarm system. No problems have occurred since. • They plan to sealcoat and stripe the lot in the future. • There are a lot of plans out there. He cautioned that any investments need to have a lasting effect on the area, expressing his concern over merely "cosmetic" changes. Any programs need to focus on increasing the accountability of NE residents. Giving money is not a solution. Some businesses may not last: "Let them go out of business". He asserts that more people need to come in and generate money/competition in the area. Further, he is unsure whether the ethnic businesses understand the free enterprise system. He also stressed that timing of any improvements is crucial. In 1992, ten weeks were spent to repair the storm sewer system. He commented that they still have flooding. • The customer base used to be primarily from within the NE neighborhoods, approximately 70 percent. He estimates now that only 30 percent of his business is local. Marino's is fortunate because they are established enough to advertise outside the area. Other businesses do not have that luxury and rely on local residents.
Jermaine Employee – Kwik Cash	<ul style="list-style-type: none"> • Employees park in back and customers generally park on Central. There is plenty of shared parking. • Suggested improvements include additional lighting and the relocation of the dumpsters away from the building. The placement of the dumpsters waists parking and is unsafe. Re-arranging the parking with divisions and landscaping would be helpful.
Charles Employee – Manney's Barber Shop	<ul style="list-style-type: none"> • Customers park both in the back and along Central. They and the adjacent business have two assigned parking areas. The parking signage is not always obeyed. Around the lunch hour it is difficult to find parking. Handicap access is difficult from the back. They also have problems with flooding in the back. • He commented that the parking along Central is not enforced.

Individual	Comments
Ruth Employee – Graphic Communications, Rushford Square	<ul style="list-style-type: none"> • She has worked at Graphic Communications for six years. Customers and employees park in the back. Parking becomes a problem on Bingo days (Italian American Club), however, the business is usually closed in the evening. • Relocating the dumpsters would be great as they currently take up parking spaces.
Kathy Meyers Employee – Cost Cutters, Rushford Square	<ul style="list-style-type: none"> • Customers park on the side street. Some are not aware of the availability of rear parking on the site. Cost Cutters is open in the evening. Parking is sometimes a problem on bingo days. • It is “kind of scary” [in back]. Improvements needed include additional lighting for safety, the bushes need to be cut back, a designation of space would be beneficial. She also felt that Cost Cutters could use an additional handicap space in back as they currently have a handicap employee.
Fred and Emmanuel Partners – Excel Legal Co Service	<ul style="list-style-type: none"> • Customers usually park on Central, employees in back. Customers occasionally have difficulty with parking. • The business owners would like to invest in new signage but feel that lighting in the rear lot is sufficient.
John Alexander Business Owner – Sully’s Pub and the Hamburger Joint	<ul style="list-style-type: none"> • “Central Avenue has a lot of potential and there are good people living here.” • He commented on the resistance he has received from City Staff in terms of permitting and zoning issues. He describes his vision for the area with large parades and block parties similar to Grand Avenue, in St. Paul. • He has proposed that the Hamburger Joint remain open until 4:00 a.m. Sully’s Pub which has a separate entrance will be closed at normal hours. This discussion is in progress with the city and area residents. • During the discussion he turned away numerous drunks who were loitering in the area and forbid them from returning to the bar. He commented that this was a common occurrence, although the frequency of such activity has declined recently. He stated that he does not tolerate such activity and feels that the message is being communicated. • He is interested in creating a collective maintenance agreement for the parking area and would like to make improvements to the site, stressing that they need to make sense. He stated that he would postpone the resurfacing and striping of the lot until we were able to sit down at the table and work out a plan that works for the neighborhood and complies with zoning standards to the fullest extent possible.
Tax Service Employee - anonymous	<ul style="list-style-type: none"> • Employees and customers use Central Avenue or the side streets for parking. There are no problems with the current parking situation.
Bonnie Stanley Building Owner – NE Office Supply	<ul style="list-style-type: none"> • A house was torn down behind Subway to enlarge the parking area. A 2 percent loan from MCDA was used to demolish the structure and cover site improvement costs at approximately \$75,000. The Paint and Fix Program was also used for signage. She felt that the Special Service and Business Improvement districts were beneficial. • She would like to make further investments to the parking lot, such as dividers, professional signs, planters and light fencing. Any fencing must be selected carefully so as not to be a deterrent or contribute to further lack of security, feeling of confinement. • Customers from the 24th Avenue Block (east of Central) use their parking area frequently. • She felt that the shared parking arrangement has proved beneficial for businesses along the block.

Individual	Comments
Barbara Weatherhead – Business Owner: Phoenix Graphics	<ul style="list-style-type: none"> • She has received a matching PPL grant through the neighborhood NRP program due to the mixed use of the site (residential). The funding was used to build new cedar fencing and a new concrete walkway (embedded with artistic drawings). • Occasionally people complain about the parking situation. Friends who visit are uncomfortable with the location, often commenting that it is “seedy and unsavory”. Most of her business, however, is simple order and pickup. For this reason, she is not too concerned. She concedes that those from outside the community who are unfamiliar with the area may be unlikely to park in back. • Issues to be addressed include the lack of maintenance of the rear parking area (snow is not removed), the back area looks unsafe, tenants from some of the housing in back are problematic (noisy and drunk). However, she has never had any problems or property damage in back. • The Special Service District is nice because it plows out the sidewalks although it costs money. • She would benefit from a CPTED walkthrough. Improvements she would like to make include a new awning. She was not familiar with the Paint and Fix Program. She also commented that she would be interested in working with adjacent businesses to develop solutions.
Jennie Adam Co-Owner – Queen of Cups	<ul style="list-style-type: none"> • No Meters!! They would hurt the Avenue. • They have sufficient parking although a fifteen-minute zone may be of benefit as business picks up. Their employees always try to park back from the building. • Improvements she would like to see for the site include a possible mural to increase visibility along Central, to brick the patio area, new awnings, landscaping and flowers. • They experience minor flooding on occasion which poses problems with ice in the winter months. • Issues to be addressed include the improper placement of dumpsters and need for additional lighting. Safety is a concern due to the loitering and drinking that occurs in the lot at night.
Jim Lopezio - Business and Property Owner – B-Sharp Music and adjacent buildings	<ul style="list-style-type: none"> • He and his employees use the back on occasion and feel safe. His customers don’t use the back entrance. • No exterior improvements are planned.
Mick Employee – Northland Temporaries	<ul style="list-style-type: none"> • They never use the lot in back. Their three business vans park on Central. He commented that there are crack houses in the back. • Suggested that I speak with the property owner, Jim Boosalis. • Clients use the bus or park on Central Avenue.
Lesli Edstrom Window Pain Cleaning Service	<ul style="list-style-type: none"> • Lesli is a former block club leader from Phillips and signed up to participate in block clubs along Central.
Lucy Resident –Law Offices	<ul style="list-style-type: none"> • She commented while in Sirius Books that people often park in her space.

Individual	Comments
Connie Hill Community Librarian	<ul style="list-style-type: none"> • Their employees park in the lot at times, many ride the bus. The back is used for deliveries only. • People to complain about the darkness around the site. • She would like to see lighting but the policy is to not light the parking area after closing. She suggested taking with the building manager, Alexander Wakal at 673-6201.
Gene Bowling Supply	<ul style="list-style-type: none"> • They have three designated parking spaces for customers. Customers park on Central and in the back. They also have a good rapport with the Church and can use their lot. • The employment agency on the block occupies the street parking. • He commented on the lack of enforcement along the Avenue and the Channel 11 story which focused on the "No ticket zone" established by the former council member. [You] "could park in front of a fire hydrant" [and not be ticketed]. • Lighting is sufficient. They have heard of the Paint and Fix program but have not made use of it.
Silverio Perez Business Owner – Chiapas Restaurant	<ul style="list-style-type: none"> • Employees park in the back. The parking is limited due to the small storage building. It would be nice if it could be removed. • He feels that the area in back is safe. • In terms of improvements, he would like to get a new sign and awning on the front and better signage for the rear entrance.
Employees Schutta, Nelson & Zembal	<ul style="list-style-type: none"> • People park both on Central and in the back. Lighting seems to be sufficient. • The residential properties above have been recently remodeled and new siding was just completed on the building. They have future plans to repave and stripe the lot.
Syed Ahmed Devon Grocery	<ul style="list-style-type: none"> • Customers park in back if Central is full. • He would like to improve the signage and lighting on his property.
Gerry Rekuski Rekuski Paint	<ul style="list-style-type: none"> • He asserts that there is not a problem with parking although, there used to be problems resulting from the customers of the liquor store. • "Shared parking doesn't work." He believes that some people park along Central and take the bus into downtown. • 90 percent of his business is from outside the area.
Chrisafo Boosalis – Property Owner along 24 th Avenue Block	<ul style="list-style-type: none"> • Plans to sell property soon. He commented that he is getting older and it is becoming too difficult to own property.
Alex Wakal Superintendent of Libraries	<ul style="list-style-type: none"> • Yes, lights are shut off one-half hour after closing. This has been a policy of the library since the 1970's due to energy and security issues. They found that the lighting was actually attracting illegal activity and loitering. Since the policy began there have been no major problems. • They do have problems in back with people loitering, a fire in the dumpster and graffiti. • Parking along their back wall would be an unlikely possibility due to the alley right-of-way and the location of the air-intake. Vandalism of the cars would also be a concern.

Individual	Comments
Amy Cousar Owner – Sirius Books & Essence	<ul style="list-style-type: none"> • She is not happy with the loss of parking along Central Avenue due to the adjacent businesses. This situation negatively impacts her business. Customers have expressed difficulty in finding parking. Chiapas Restaurant on the west side of Central has added to the congestion. Their customers come in from all around the city. • She generally parks in back but always leaves the site before dark. She commented that she felt it would be dangerous to be in back during the evening. [There are] “wild guys in back” and an impression of crime. The increased beat patrol from previous summers seemed to make a difference. • She used Paint and Fix funds to help defray the cost of the awning and to obtain paint. She would love to do more thorough work on the front, such as a new neon sign and an improved awning. • She commented that the Central Avenue Plan did not reflect the area and that many businesses were not involved in the process. “The Association [business] hasn’t decided on its image” ... [they seem to be] “looking for a mix between Uptown and 50th/France Avenue, an image that won’t fly here.” Certain members [of the neighborhood association] are not supportive of racial groups. Central Avenue needs to remove the negative image and begin “celebrating its diversity”. • Although busy, she commented that she would be interested in meeting with other business owners.
Michael and Cheryl Van Guilder Building Owner – Photos by Beth	<ul style="list-style-type: none"> • There have been comments made concerning the possible historic value of the structure behind the photo shop. It seems that it may have been the carriage house for the fire department. • If funds were available he may be willing to get rid of the garage, assuming that it was realistic and that it would benefit the block. • He would not be in favor of meters along Central. If they would simply patrol it may be sufficient. “Enforce the parking signs.” • B-Sharp’s employees park on Central. The restaurant has problems with parking. This was the same situation with Hogetti’s. • Over \$30,000 has been invested in the property to renovate an apartment and darkroom upstairs. • They could use additional lighting. They have a rear stairwell and on occasion there have been people who get in and sleep inside. • He mentioned that he is interested in selling the property. He doesn’t like to own property and live outside the neighborhood. • He also mentioned that he was the former president of the Central Avenue Community Association and that “people buck change in the area.” Conversion of rear entrances and maintenance of the parking lots is an issue. He also stressed the need to have the grocery store maintain its garbage receptacles. Lastly, he commented that there are a lot of poor housing structures which need to be redeveloped. • He stressed that the area has a history of committed, long-term residents/property owners, however there has been an increase in the percentage of absentee landlords. The lack of understanding of cultural diversity and the lack of enforcement along the Avenue are challenges.

Individual	Comments
Tom Sullivan Property Owner along Lowry Avenue (west) and of Sully's Pub and the Hamburger Joint	<ul style="list-style-type: none"> • He has been in the area since 1967. • The arrival of Walgreens killed the drugstore that formerly occupied what is currently Discount 70. The building sat vacant for two years before he bought it. He bought it because it was vacant. The gym addition was added onto building in the 1960s. • When asked if he would consider demolishing the addition to the Discount 70 building or acquiring additional land for parking (Discount 70 has no on-site parking) he replied that he would love to have more parking, but that it was not viable to acquire land and pay for demolition costs for a 250,000 building. Why give up the rent from the gym? • Hennepin County occupied the long rectangular building (in the middle of the Lowry –west block) for approximately 19 years. The increasing minority population and general transformation of the area was blamed on this building. • When asked about the laundromat business, Sullivan commented that the business is not properly maintained by the owner and that the back door always remains locked due to the children hanging out in the area. • Sullivan also made reference to the problematic housing/tenants along the alley. • He talked about the history of the Avenue and that the post office, grocery stores and lawyers have nearly all 'pulled out'. He felt that "it [the neighborhood] will get much worse before it improves."

Appendix D: Walkthrough Participants

When: March 26, 1998 from 8:00 to 10:00 a.m.

Where: Meet at 7:45 a.m. at Marino's (22nd and Central Avenue Northeast)

1. **Catherine Geisen** – 822-8887
Humphrey Student, Research Assistant for the Holland Neighborhood Association
2. **Margo Ashmore** – 788-9003
Northeaster and NorthNews – Central Avenue Plan Coordinator
3. **Paul Ostrow** – 673-2201
First Ward City Council Member
4. **Marnie McGrath** – 673-2003
Council Member Assistant - First Ward
5. **Dan Niziolek** – 673-2824
Crime Prevention Specialist – CCP Safe
6. **Don Greeley** – 673-2954
Crime Prevention Specialist – CPTED
7. **Dick Warwick** – 802-0030
Housing Inspector – East Central Avenue
8. **Connie Swanson** – 802-0027
Housing Inspector – West Central Avenue
9. **Roger Nubbe** – 673-3903
License Inspector (Monitors pay lots)
10. **Van Vorhis** – 673-5813
Zoning Inspector
11. **Steve Poor** – 673-5837
Zoning Inspector II – Sign Division
12. **David Dacquisto** – 673-5867
Zoning Administrator
13. **Rick Heath** – 673-5744
Public Works/Traffic
14. **Nicole Magnan** – 673-2874
Crime Prevention Specialist - CPTED
15. **Craig Stoddard** – 673-2874
Minneapolis Police Officer
16. **Beverly Banks** – 673-5202
Neighborhood Revitalization Program
17. **Paul Mitchell** – 781-2876
Holland Neighborhood Resident
18. **James Higgins** – 789-7231
Central Avenue Property and Business Owner

Appendix E: Walkthrough Comments - Main Observations from Walkthrough Participants

The Walkthrough, held on March 26, 1998 from 8:00 to 10:30 a.m., addressed the rear parking areas and properties along Central Avenue Northeast's business district (from 22nd Avenue to 26th Avenue).

Participant	Comments
Paul Ostrow <i>City Council Member – First Ward</i>	<ul style="list-style-type: none"> • Central Avenue revitalization is my number one priority. We clearly have the plan and the commitment to make this a reality. • We need to get a handle on the cost for site improvements for purposes of grantwriting and working with area businesses and property owners. • The April 16 event is key. We must get area businesses and property owners invested in this process and excited about the future potential for Central Avenue.
Steve Poor <i>Zoning Inspector</i>	<ul style="list-style-type: none"> • Signage – Compliance with straightforward guidelines. • Maintenance Ordinance – replacement is required if 25 percent or more of sign is chipped or faded. The department does not otherwise deal with aesthetic issues. Maintenance issues are addressed on a complaint basis. • Talk to Gail Manning (673-5869) concerning handicap-parking requirements. • Work closely with his office in the creation of any lighting plans to insure appropriateness for adjacent residential area. • An ordinance exists which prohibits protruding signs along Central Avenue. Comments concerning the 'flatness' of signage in the area may indicate a need to re-evaluate this ordinance. • There are currently no regulations concerning window signage. The new zoning ordinance, however, will try to limit coverage to 25 percent. The business association may want to consider creating standards for maximum coverage. • The lease for the garages between 23rd and 24th Avenues (west side of Central) is believed to be terminating this year. Both sites will be open for redevelopment as they are non-conforming uses. <i>Dan Niziolek commented that a premise visit with Crime Prevention Specialists could be organized to encourage businesses to remove excess window signs. Signage could be ticketed and addressed on a complaint basis if deemed necessary.</i>
Beverly Banks <i>Neighborhood Revitalization Program (NRP)</i>	<ul style="list-style-type: none"> • Explore the possibility of re-arranging parking spaces from perpendicular rows to alternating angled rows. Such a design would break the monotonous of the view making it easier to survey activities in the lot. Landscaping should also be added.

	<ul style="list-style-type: none"> • <i>The Holland Neighborhood has set aside a large portion of NRP money to demolish and acquire property. Such funds could be utilized to renovate housing and/or remove vacant garages and structures.</i> • <i>It is crucial to have an overall plan for each block before ticketing or making improvements. Connie Swanson and Dick Warwick offered their assistance with determining properties and structures for renovation and/or demolition.</i>
Marnie McGrath <i>Council Member Assistant – First Ward</i>	<ul style="list-style-type: none"> • The balconies and housing above the commercial buildings along Central are a positive attribute of the area. They should be maintained. New siding, in lieu of painting, should be considered when making improvements.
Van Vorhis <i>Zoning Inspector</i> David Dacquisto <i>Zoning Administrator</i>	<ul style="list-style-type: none"> • This morning has demonstrated how far we are from compliance with the Minneapolis Zoning Ordinance. • There are tools available to require compliance, however we may want to work in partnership with area business/property owners as much as possible prior to taking further measures. • In the event that cooperation does not work, Van suggested concentrating orders and/or tickets on specific intersections so that businesses on all corners are targeted, demonstrating a comprehensive approach to an area rather than a singular attack on one property owner. • Such issues include the lack of landscaping (10 to 20 percent of net area), lack of screening of dumpsters and lack of continuous curbing in parking areas – to name a few. • To address the layout of the parking lots, bring sketches indicating the location of all buildings, residential property, alleyways and parking areas for site plan review. Each block may then be reviewed from a technical standpoint to understand zoning issues and determine the percentage of compliance feasible. The zoning department would then coordinate with other departments such as the sewer department to review drainage issues. One hundred percent compliance would severely limit the parking areas; perhaps fifty percent is more realistic. Such a compromise may need to be negotiated with the Planning Commission.
Margo Ashmore <i>Owner and Publisher, Northeast and North News</i>	<ul style="list-style-type: none"> • It is great to see everyone here participating in this effort to strengthen the Central Avenue business district. This demonstrates a willingness to make changes and invest time/resources. • The neighborhood is gearing up for a Met Council Livable Communities Grant. It is likely that North or Northeast will qualify this year. • City funds are available to address graffiti in the neighborhood. There will be an intern this summer who will deal with such issues. • True Value Hardware, at 2506 Central Avenue is renovating the upper level of his property for

	<p>artist studio(s). The open house scheduled for April 16th will be held in the adjacent and soon to be vacated furniture store.</p>
<p>Dan Niziolek <i>Crime Prevention Specialist</i></p> <p>Don Greeley <i>Crime Prevention Specialist</i></p>	<ul style="list-style-type: none"> • The potential of Central Avenue is incredible: assets include the mixed use of residential and commercial properties, ample sidewalks and close proximity of residential market for area businesses. • The approach to this area must be comprehensive in scope. • Definition of space is a major issue, including the need to create a visible separation between the alley and parking areas. Minimizing entry and exit points for traffic (pedestrian and vehicle) will strengthen the ability for property owners and residents to evaluate and monitor questionable activities. People loitering in the alleyway and/or parking areas will appear more suspect. • The parking lots need to be 'spruced up' illustrating their mixed-use character. Aesthetic improvements encourage residents to take interest and keep an eye on the area • Explore ways in which the businesses could open the backside of their properties, expanding from merely a back entrance. Possible solutions include reducing the amount of boarded/covered surfaces, enlarging windows (removing non-transparent block glass), increasing landscaped areas and increasing the amount of activity which occurs in the back with the addition of outdoor seating areas. Get 'eyes on the parking areas'. • Formulate block/apartment clubs. • Again, take advantage of large areas along alleyways by pushing back parking to get people out in the back and increase activity. • Central Avenue may wish to create landscaping guidelines to eliminate the use of plantings which obstruct views and create unsafe hiding places.
<p>Craig Stoddard <i>Minneapolis Police Officer</i></p>	<ul style="list-style-type: none"> • A directed enforcement is needed for the area. • He will suggest that the CODE-FOR area be expanded to include the east side of Central Avenue to make these areas safe for businesses to encourage people to sit outside.
<p>Nicole Magnan <i>Crime Prevention Specialist</i></p>	<ul style="list-style-type: none"> • The amount of available space and potential is amazing. • Designate dumpster areas. Tightly boarded enclosures create hiding areas which are unsafe. • Businesses need to clean around their dumpsters and organize a clean sweep. <p><i>Margo Ashmore commented that 'weed it and weep' and paint and fix programs could be restructured to focus on the backsides of the commercial/alleyway areas.</i></p> <p><i>Participants suggested contacting Susan Young at 673-2917 or Janet to request a voucher and organize a Clean Sweep or other creative solutions.</i></p>

<p>Dick Warwick <i>Housing Inspector – East Central Avenue</i></p> <p>Connie Swanson <i>Housing Inspector - West Central Avenue</i></p>	<ul style="list-style-type: none"> • There are creative solutions available for small problems. He described the reduction of garbage in back of multiple residential units by consolidating service for the entire area as opposed to requiring bins for each separate unit. • Emphasized the need to “take out the trash first”. • They have talked to almost every property owner in the area and never have difficulty in providing information concerning ordinance requirements and responsibilities. • Create cleanup program for businesses. Both Dick and Connie offered their assistance in this regard. • Community standards need to be fulfilled equally by commercial and residential properties. • Plan a Clean Sweep. Orders from inspections could be written up with expiration dates after the date of the program. In this manner, property owners will have a clear understanding of what is in violation. Grant information could be included with any orders or tickets mailed to property owners. <p><i>The possibility of a Clean Sweep in Mid-May was discussed.</i></p>
<p>Rick Heath <i>Public Works/Traffic</i></p>	<ul style="list-style-type: none"> • Alley access is restricted from commercial uses when adjacent to residential areas. Efforts should minimize traffic in alleyways and make the best of a worst situation. • Suggested contacting Sue Zarling to address potential public lighting needs. • Suggested contacting Rick Dahl to establish varying parking zones. • Many drainage problems may have resulted from private property owners paving/creating parking areas without site plan review. In most circumstances, fill could have alleviated current drainage issues by directing the flow of water to the alley.

Catherine commented on the need to tighten enforcement of parking zones along Central Avenue. Property owners do not want parking meters but see the absence of enforcement along the avenue as an indication of a lack of concern and investment in the area. Participants recommended contacting Jim Moncur, the Director of Licensing, at 673-2080 to discuss the need to increase enforcement. The traffic department deals with such issues, not the police department.

Possible options to address this issue included the following:

- Contact businesses through a mailing to reiterate the importance of reserving parking along Central for customers.
- To encourage businesses to talk with those businesses whose employees are known to park along Central Avenue.
- Parking meters may be appropriate once rear-parking areas have been improved to limit long-term parking along the Avenue.
- Have Jim Moncur attend a breakfast meeting, inviting area businesses to speak to the increased enforcement along Central.

Additional suggestions obtained during the walkthrough:

- A drain could be installed in the patio area of the Queen of Cups coffeehouse to direct accumulating water through the basement and eliminate flooding of the back entrance area. A similar option could be investigated for the BarberShop and Joette Design on the eastern side of the 22nd Avenue block.
- Nicollet Avenue can serve as a model for Central Avenue.
- In reference to the Higgins property adjacent to the Library on 22nd Avenue, suggest that a mural be painted or at least darken the color of the backside of the building to discourage taggers. Talk to Dan Inglebretson about a mural project along Lake Street. Further work needs to be done with the Library to maintain the backside of their property (graffiti, weeding, etc...). Other issues include the following: the need for security lighting (Higgins is currently footing the bill) and elimination of the space between the two buildings in which drunks have been sleeping. Possible solutions include covering the area with dense landscaping, opening the area as a walkthrough or increasing the height of the fence to eliminate entry into the area.
- Mr. Higgins will attempt to locate information concerning the established shared parking agreement on the 22nd Avenue (east-side) block to serve as a model for other blocks along the avenue.
- Talk with Mike Monahan (673-2414) about the handicap parking along 23rd Avenue (west side) and explore the necessity for such restrictions and/or possibility of creating time restrictions in lieu of continuous handicap parking.
- An evaluation of existing lighting will be conducted. Lighting should be increased on overhang balconies of the second floor residential areas.
- The US Bank lot is in need of repair.
- Eliminate double alleyways and reduce multiple exits on each block.
- Comprehensive planning of blocks is difficult because of the disparity of housing quality. Housing along the named streets, running north and south, are generally in good condition and many have been renovated, whereas much of the housing along the numbered avenues, which run east and west, are in poor condition.
- Vacant? Brick building on the north end of the 26th Avenue block once served as a warehouse for a furniture business on 18th.
- Garages along alleyways may only be used for garage purposes. It is illegal for homeowners/renters to rent garage space to other individuals.
- The dumpsters behind Discount 70, on the northwest corner of Lowry and Central, should be corralled or set back a minimum of five feet from the alleyway. They could roll out onto the alley or street due to their current placement.
- The 24th Avenue Block on the west side of Central seems prime for shared parking. Catherine will investigate the possibility further with a few more business owners.
- Explore the possibility of signage on Central Avenue directing traffic to rear parking areas.

Strategies and findings suggested during this walkthrough will be utilized for the Open House on April 16th (more information to follow).

Appendix F: Lighting Options and Considerations

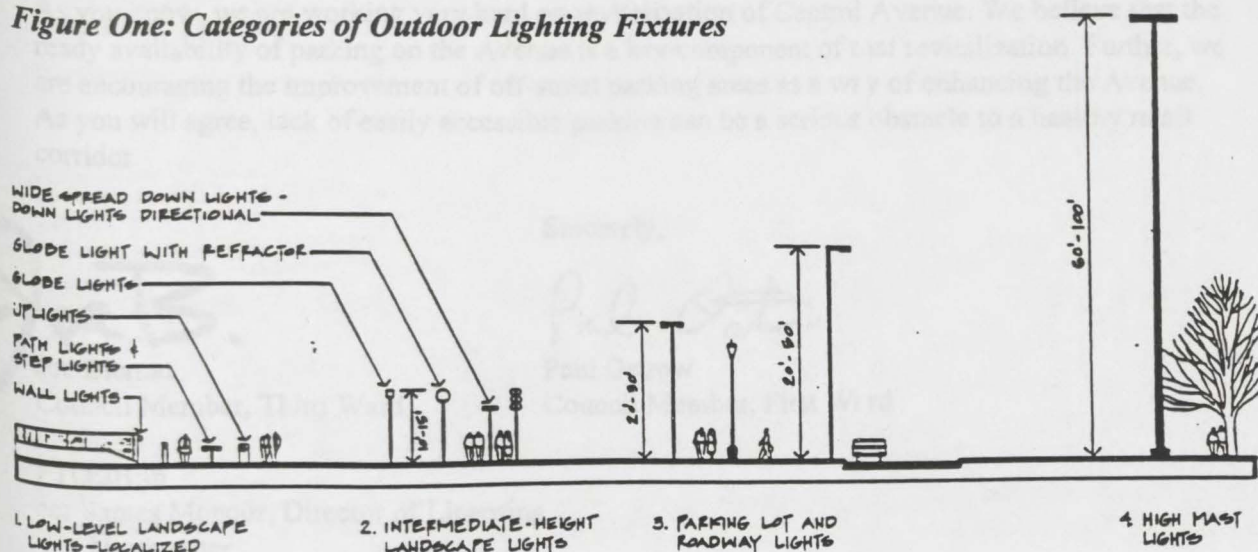
Table Three: Summary of Lamp Characteristics

Lamp	Wattage range, ft.	Efficacy, lumen/watt	Average life, hours	Apparent color	Color rendering	Initial Cost of equipment
Incandescent	10-1000	10-25	750 - 2000	Warm white	Best overall	Low
Fluorescent	15-215	40-80	7500 - 15,000	Warm to cool white	Good	Medium
Mercury vapor (deluxe white)	40-1000	25-60	24,000	Cool white	Good	Medium
Metal halide	175-1500	65-150	7500 - 20,000	Cool white	Very good	Medium to high
High-pressure sodium (STP)	35-1000	60-120		Yellowish	Poor	High
High-pressure sodium (deluxe color)	150-250	75-80		Warm white	Very good	High
Low-pressure sodium	18-180	70-150		Yellow-orange	Very poor	High

Section 540: Outdoor Lighting, Provided by CCP SAFE Staff, Author unavailable.

It is important to note that although deluxe high-pressure sodium lamps (warm tone) and metal halide lamps (cool tone) have nearly identical color-rendering capabilities, people and objects will appear distinctly different. Lamps with poor color rendition, such as high- and low-pressure sodium lamps, often cause visible distortions to appearance, diminishing the aesthetic value and visibility of an area. For these reasons, it is crucial to balance the intended purpose of the lighting with its environment. Most fluorescent lights, for example, produce glare due to their long, linear design. Although they have good efficacy, their light output can be severely diminished by very cold weather. For foliage lighting, mercury vapor lamps (deluxe white) are popular due to their strong blue-green color spectrum. Various categories of light fixtures commonly used in outdoor lighting situations are illustrated below.

Figure One: Categories of Outdoor Lighting Fixtures



Section 540: Outdoor Lighting, Provided by CCP SAFE Staff, Author unavailable.

Appendix G: Parking Enforcement Policy Letter



June 29, 1998

Re: Enforcement of parking restrictions on Central Avenue

Dear Central Avenue Resident:

As a property owner, resident or manager of a commercial establishment on Central Avenue, we are forwarding you this letter to clarify the City's intention to enforce the one hour parking restrictions on portions of Central Avenue. As you know, these restrictions have been in effect for many years and appropriate signs are located on the Avenue regarding these restrictions. However, there has been an historical lack of enforcement. Because of this history, we felt it was important to notify you directly regarding the City's intention to enforce these restrictions prior to that enforcement. We will of course also be enforcing other restrictions related to bus stops, no parking areas and driveways. The enforcement of these restrictions will commence on July 6, 1998.

As you know, we are working very hard on revitalization of Central Avenue. We believe that the ready availability of parking on the Avenue is a key component of that revitalization. Further, we are encouraging the improvement of off-street parking areas as a way of enhancing the Avenue. As you will agree, lack of easily accessible parking can be a serious obstacle to a healthy retail corridor.

Sincerely,

Paul Ostrow
Council Member, First Ward

Joe Biernat
Council Member, Third Ward

PTO:JB:jb

cc: James Moncur, Director of Licensing
Northeast

Appendix H: Library Letter from Concerned Residents/property Owners

Memorandum

To: Alex Wakal
Superintendent of Library Buildings and Grounds
Central Minneapolis Public Library, 300 Nicollet Mall, Minneapolis, MN 55401

From: Concerned residents and property owners of Northeast Minneapolis

Re: Request for security lighting in alleyway of library property at 22nd and Central Avenues

Date: April 16, 1998

We understand that it is the policy of the library to not light their property after hours and that all lighting is ceased within one half-hour of closing of the facility.

As residents and property owners along Central Avenue, however, we are concerned about the vandalism and loitering of individuals that occurs on library property. We believe that the lack of security lighting actually contributes to unlawful behavior in the area and decreases the safety of surrounding residential properties.

We would appreciate an opportunity to discuss these issues in greater detail so that - as a community - we may determine a solution that will benefit all surrounding property owners.

Please feel free to contact me at my office (612) 789-7231. Thank you for your time and consideration.

Sincerely,

James F. Higgins
James F. Higgins

Vernon Tiger 907 18 1/2 Ave NE 788 8084

Robert Beugen 788.5015

James R. Higgins 631-0603

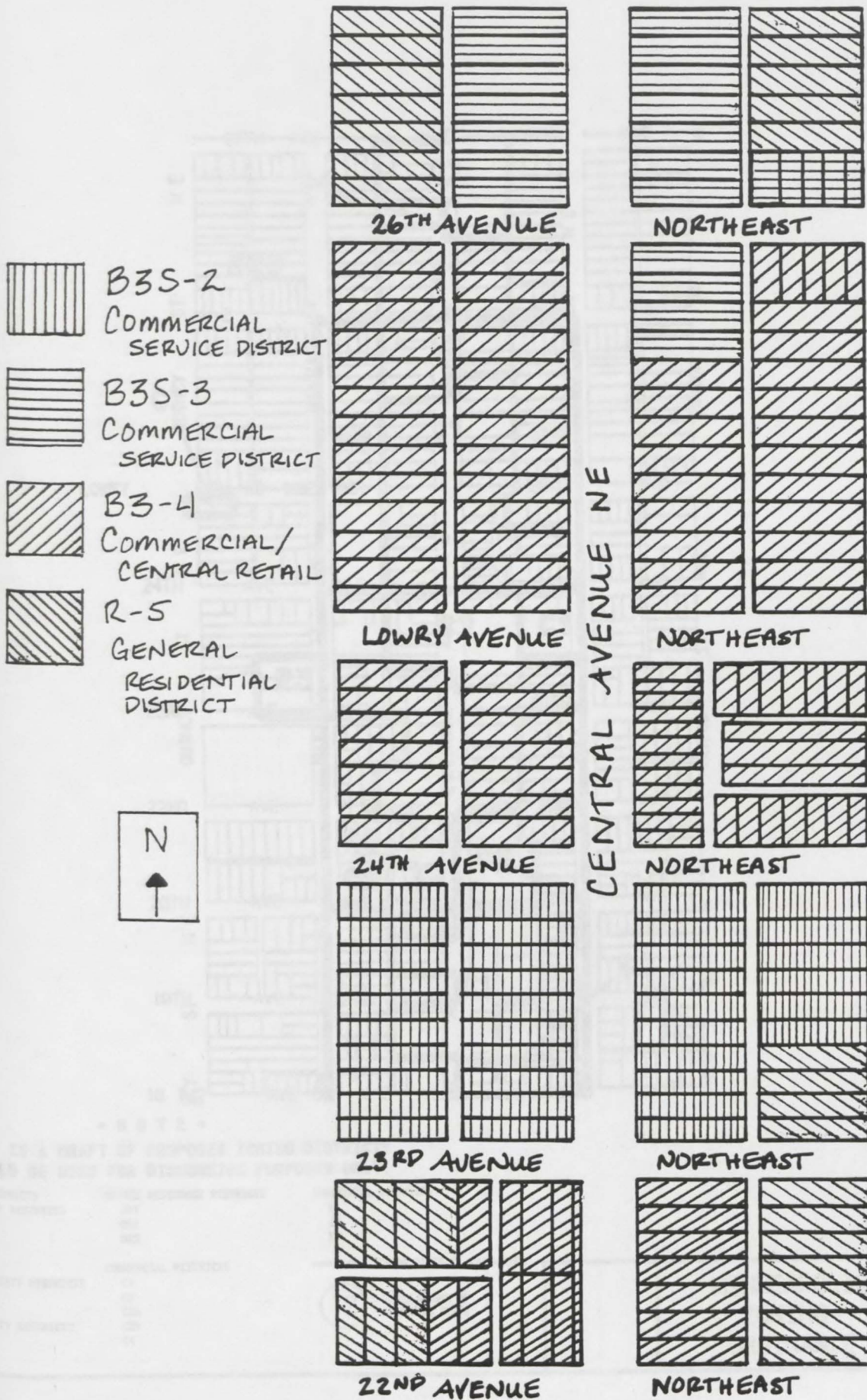
Leleua Mellentin 3222 Pierce 781-2670 - Use full-shielded, cut-off, low-wattage

Patrick Kinn, 2540 Pierce 789 0932

GBAUMANN 920-22nd Ave NE PLEASE

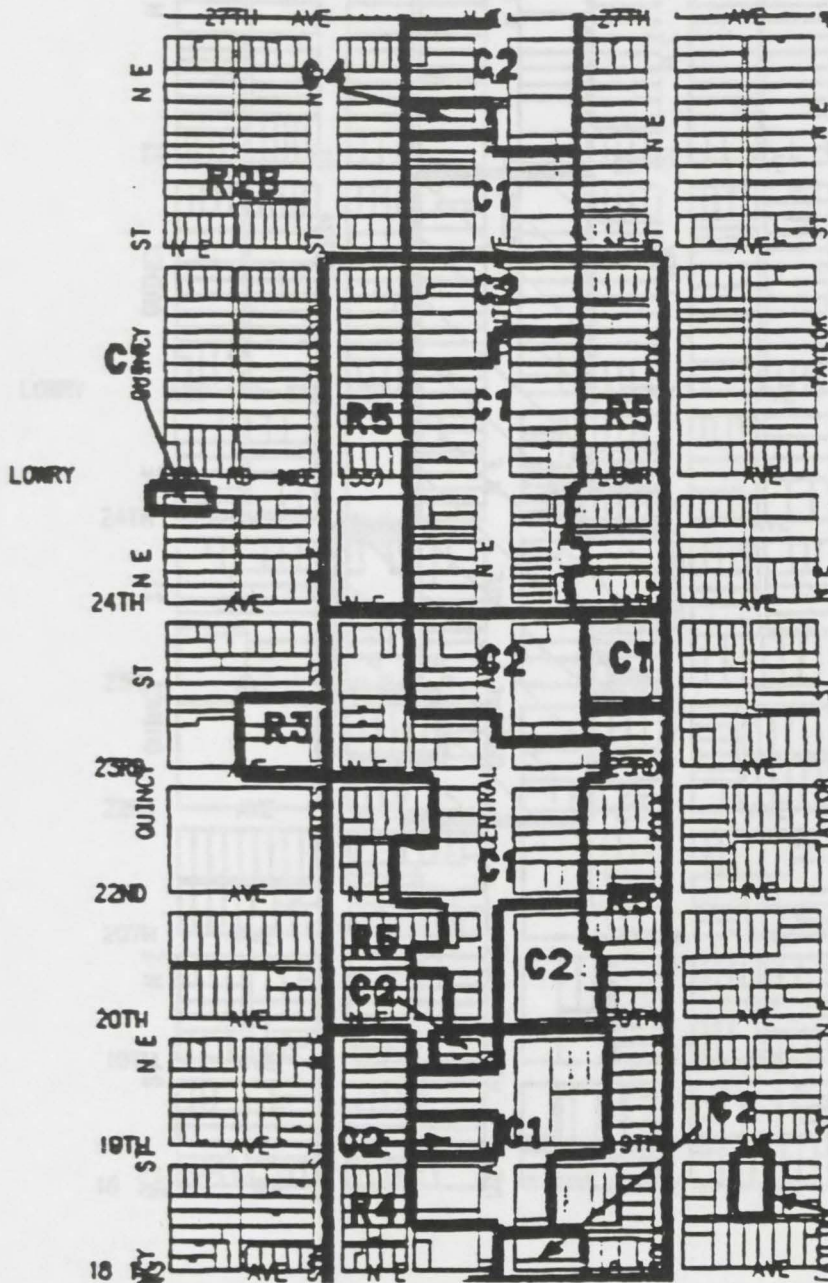
Appendix I: Existing Zoning Map

Appendix J: Proposed Zoning Map & Precinct Overlay District Map



DRAFT
PAGE 10

Appendix J: Proposed Zoning Map and Pedestrian Overlay District Map



• NOTE •

THIS MAP IS A DRAFT OF PROPOSED ZONING DISTRICTS AND SHOULD BE USED FOR DISCUSSION PURPOSES ONLY.

RESIDENCE DISTRICTS
LOW DENSITY DISTRICTS

R1
R1A
R2
R2B
R3
R4
R5
R6

OFFICE RESIDENCE DISTRICTS
OR1
OR2
OR3

COMMERCIAL DISTRICTS
C1
C2
C3A
C3S
C4

INDUSTRIAL DISTRICTS
I1
I2
I3

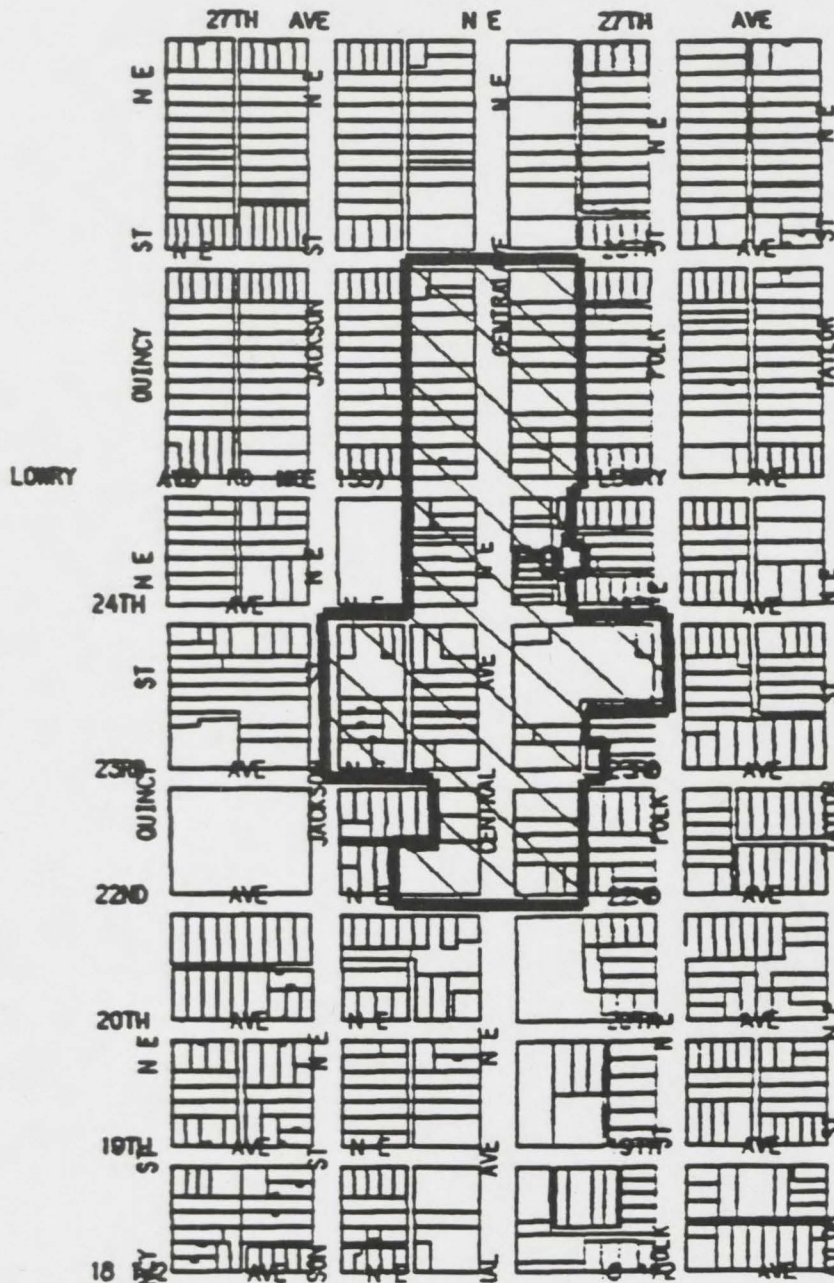
12 INDEX NUMBER OF ADJOINING PLATE

MINNEAPOLIS
ZONING
ORDINANCE

DRAFT
PLATE
10

1998 PROPOSED OVERLAY DISTRICTS

Appendix K: Aerial Photos of Each Block within the Study Area



• NOTE •

THIS MAP IS A DRAFT OF PROPOSED OVERLAY ZONING DISTRICTS
SHOULD BE USED FOR DISCUSSION PURPOSES ONLY.

OVERLAY DISTRICTS

PEDESTRIAN ORIENTED OVERLAY DISTRICT
ROSEN HILLS OVERLAY DISTRICT
INDUSTRIAL LIVING OVERLAY DISTRICT
FUNCTIONAL PARKING OVERLAY DISTRICT
WOODLAND OVERLAY DISTRICT
MISSISSIPPI RIVER CRITICAL AREA OVERLAY DISTRICT
NEIGHBORHOODS PARKING OVERLAY DISTRICT
NEIGHBORHOOD SERVICE OVERLAY DISTRICT

OVERLAY DISTRICT BOUNDARIES

12

INDEX NUMBER OF
ADJOINING PLATE

MINNEAPOLIS
ZONING
ORDINANCE

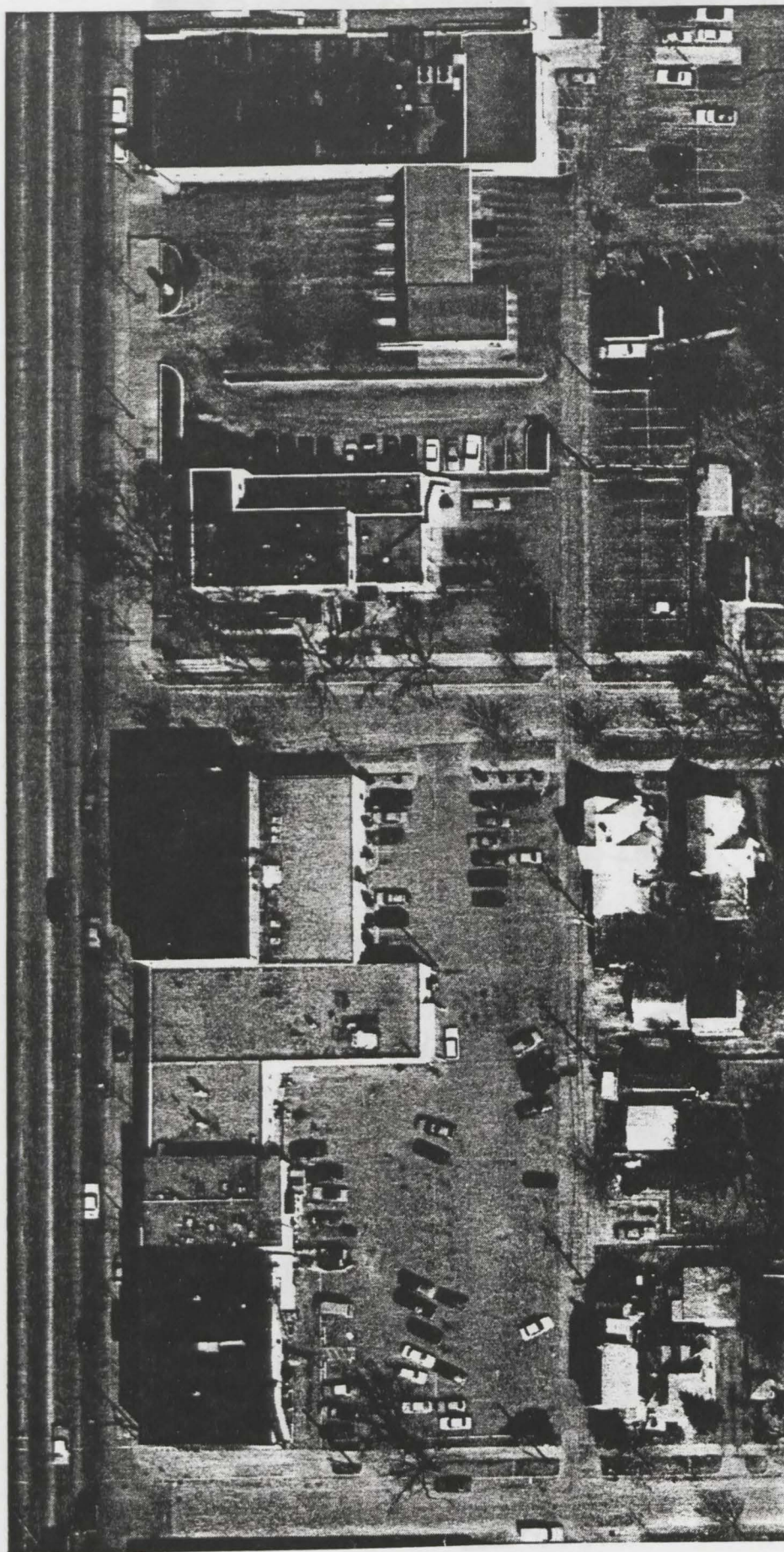
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PLATE
10

Appendix K: Aerial Photos of Each Block within the Study Area

NORWEST BANK PROPERTY

CENTRAL AVENUE

↓ MARINO'S



23RD
AVENUE

22ND AVENUE

↑ N

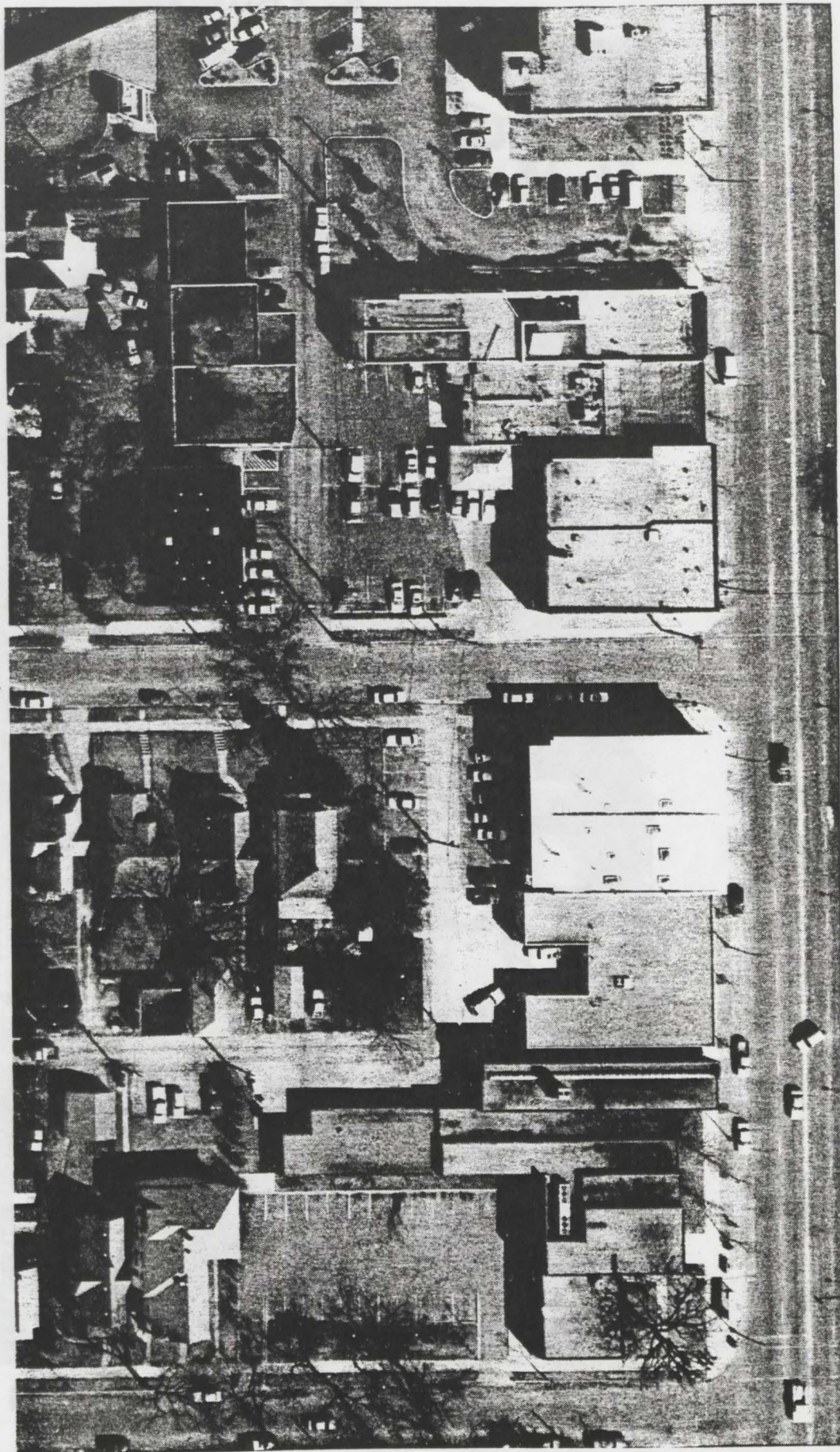
FIRST BANK PROPERTY

23RD
AVENUE

CENTRAL AVENUE

22ND AVENUE

↑ N



SUBWAY ↙

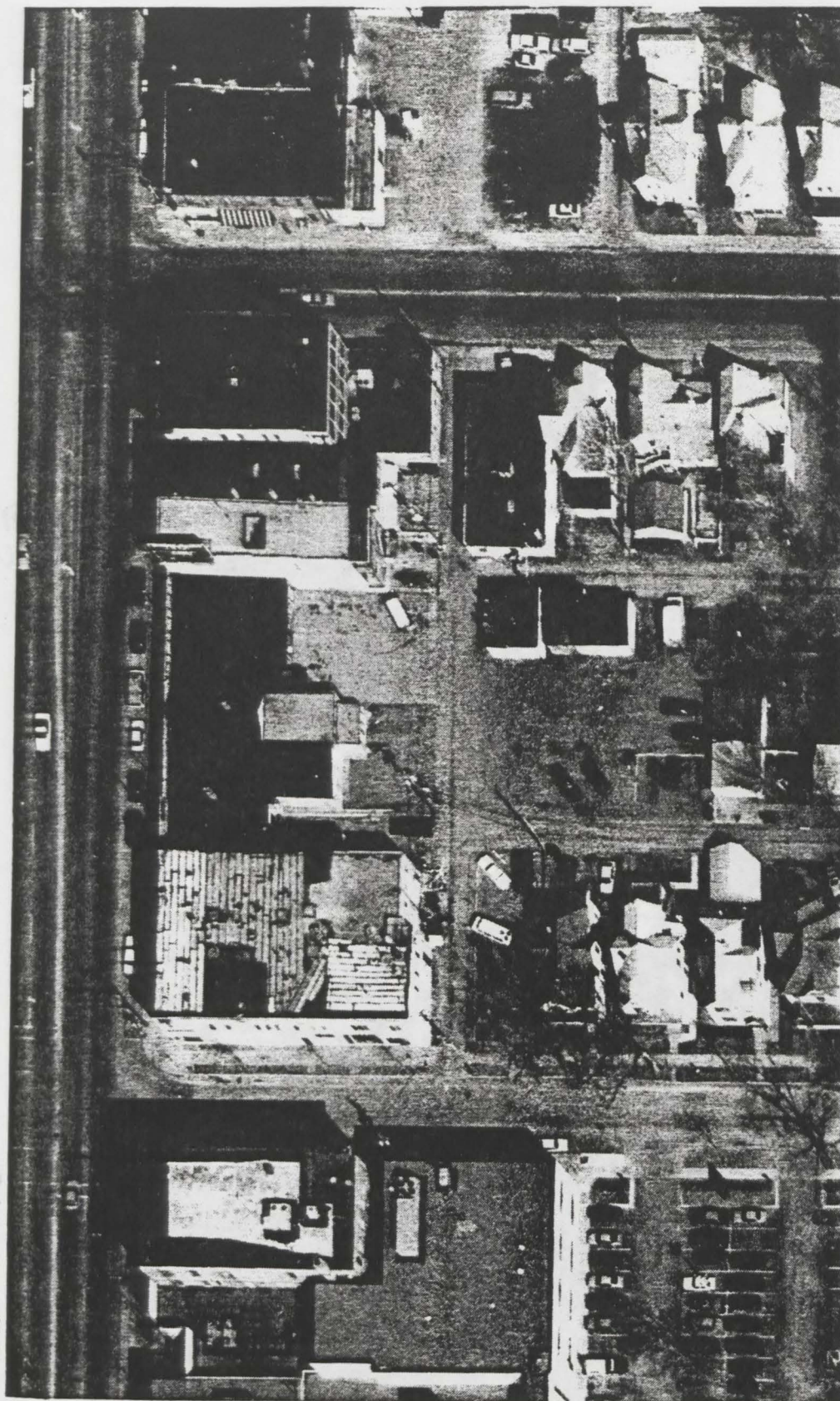
LOWRY
AVENUE

CENTRAL AVENUE

24TH
AVENUE

NORWEST BANK PROPERTY ↑

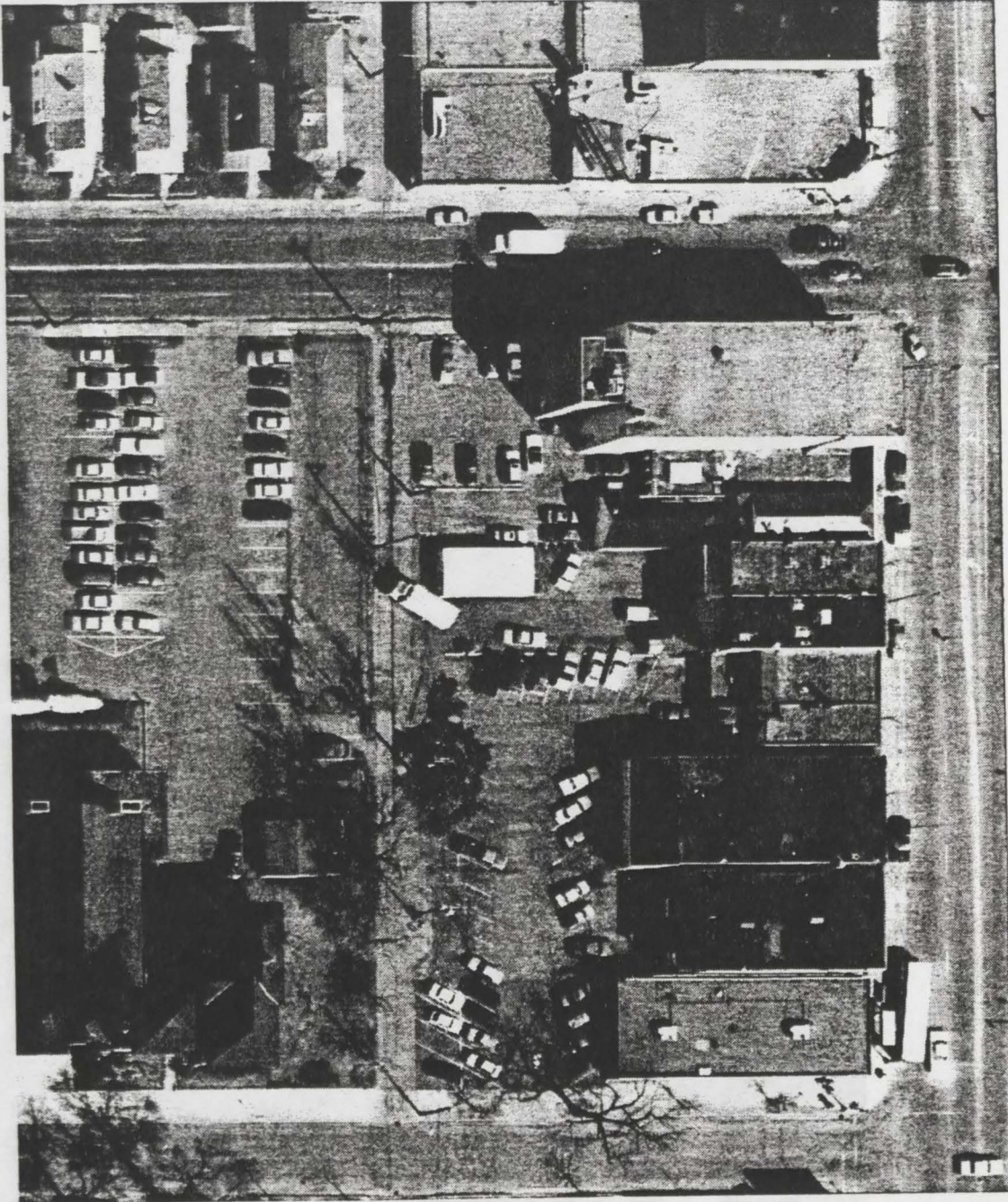
↑ N



24TH AVENUE

'DISCOUNT 70' ON CORNER ↓

LOWRY
AVENUE



CENTRAL AVENUE

24TH AVENUE

↑ N

LOWRY

↑ N

26TH AVENUE

CENTRAL AVENUE



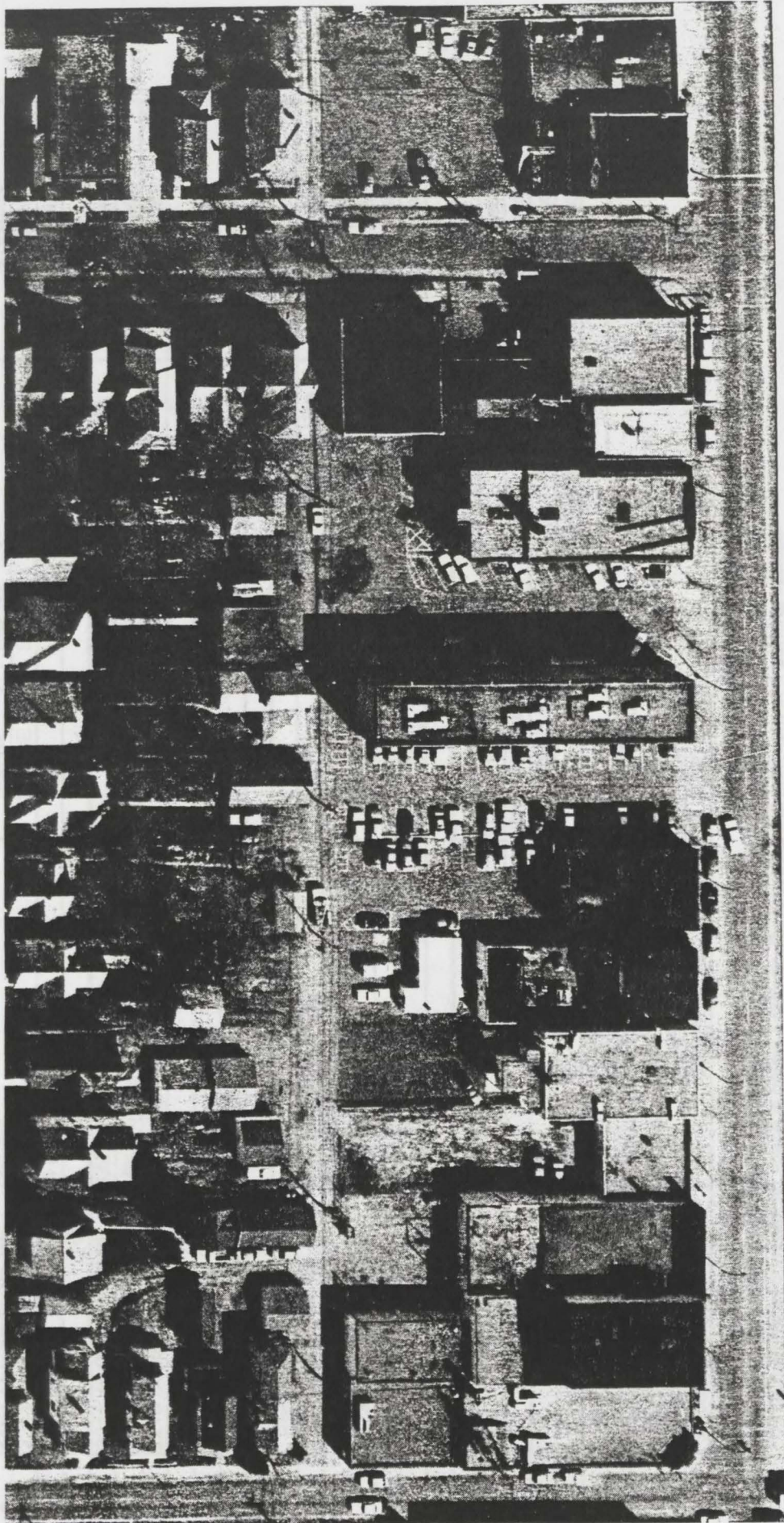
LOWRY

↑N

ISLAMIC CENTER

26TH
AVENUE

CENTRAL AVENUE



LOWRY AVENUE

↑ N

Appendix L: Parking Inventory and Required On-Site Parking for Marino's Lot

Parcel	Address	Business	Number Spaces	Number Handicap	Zoning Specification	Zoning Requirement
	22nd Avenue NE	East of Central: Zoned B3-4 Commercial				
1	2201 07 Central Ave NE	Northeast Vision Center	50	2		4 Spaces***
	2205 Central Ave NE	Marino's Restaurant	See NE	See NE	110 Seats	33 Spaces
		5 DU** + 1 Office				5 Spaces
	TOTAL				4,975.5 Sq. Ft.	42
2	2209 11 Central Ave NE	Vacant	See NE	See NE		4 Spaces
	2211 Central Ave NE	Kwik Cash	See NE	See NE		4 Spaces
		4 DU				4 Spaces
	TOTAL				2,497 Sq. Ft.	12
3	2213 15 Central Ave NE	Manny's Barber Shop	2		2150 Sq. Ft.	4 Spaces
	2213 1/2 Central Ave NE	Jackson Hewitt Tax Service	See NE			4 Spaces
	2215 Central Ave NE	Joette Design Tailoring	2			4 Spaces
	TOTAL				2,365 Sq. Ft.	12
4	2217 19 Central Ave NE	Christian Science Reading Room	See NE			4 Spaces
	2219 Central Ave NE	Chinn Fua	See NE		100 Seats	30 Spaces
	TOTAL				5,116 Sq. Ft.	34
5	Rushford Square		22	2	7225 Sq. Ft.	
	2221 Central Ave NE	Italian American Club	See RSq		Evening Use	4 Spaces
	2223 Central Ave NE	New Tenant - Undetermined	See RSq			4 Spaces
	2223 Central Ave NE	Cost Cutters	See RSq			4 Spaces
	2223 Central Ave NE	G.C.I.U. Local 1B	See RSq		Evening Use	4 Spaces
	2223 Central Ave NE	Pine Tree	See RSq			4 Spaces
	TOTAL				7225 Sq. Ft.	20
			TOTAL REQUIRED PARKING			120 Spaces
			EXISTING PARKING			80 Spaces
			PROPOSED PARKING			91 Spaces
					Included w/in the 91 are 6 handicap spaces	
		Existing				
	Lot Area: Marino's Lot	54,900 Sq. Ft.	Same			
	Landscaping	3,049 Sq. Ft.	5.56%			
	Building Footprint Area	22,940 Sq. Ft.	41.78%			
	Impervious Surface	28,911 Sq. Ft.	52.66%			

** DU denotes number of dwelling units above the first floor commercial area.

***The majority of commercial space is below 4,000 sq. ft., requiring the minimum of 4 parking spaces.

Appendix L.2: Parking Inventory and Required On-Site Parking for Sully's Lot

Parcel	Address	Business	Number Spaces	Number Handicap	Zoning Specification	Zoning Requirement
	Lowry Avenue NE	<i>East of Central: Zoned B3-4 Commercial</i>				
1	2501 03 Central Ave NE	Subway	31	1	36 Seats	11
	TOTAL					11
2	2503 Central Ave NE	Northeast Office Plus	See Subway		800 Sq. Ft.	4
	2505 07 Central Ave NE	Queen of Cups	See Subway		20 Seats	7
	TOTAL					11
3	2507 Central Ave NE	Door: Warehouse/Prep for Holy Land	5			4
	2509 Central Ave NE	Certified TV & Video	4			4
	TOTAL				4500 Sq. Ft.	8
4	2513 Cenral Ave NE	Holyland Bakery & Grocery Deli	7		20 Seats	7
	TOTAL					7
5	2519 Central Ave NE	The Hamburger Joint	42		91 Seats	27
6	2521 Central Ave NE	Sully's Pub	See H Joint		78 Seats	24
	TOTAL					51
			TOTAL REQUIRED PARKING			88
			EXISTING PARKING			90*
			PROPOSED PARKING			89**
	Subway/Sully's Lot	Existing		Proposed		
	Lot Area:	56,532 Sq. Ft.		Same		
	Landscaping	546 Sq. Ft.	0.97%	956 Sq. Ft.	1.69%	
	Building Footprint Area	22,249 Sq. Ft.	39.36%	22,249 Sq. Ft.	39.58%	
	Impervious Surface	33,737 Sq. Ft.	59.67%	33,327 Sq. Ft.	58.95%	

* Includes parking spaces currently occupied by dumpsters on the Sully's Lot

** Includes a handicapped space for Sully's

Note: 10 spaces measure 19' in depth - Shared Parking exists throughout the block

Land Use History: 22nd Avenue NE along Central Avenue NE

Address	1958	1963 - 64	1964 - 65	1968	1970	1971	1975
2201	Gustafson's Emil Jewelers	same	same	same	same	same	same
2203	Lilja Harry E Optometrist	same	same	same	same	same	same
2203 1/2	Residential	same	same	same	same	same	same
2205	Delmar Café & Rest.	R & L Café	Central Avenue Café/Rest.	same	Marino's Rest.	same	same
2205 1/2	Residential	same	same	same	same	same	same
2207	Schooner Bar & Tavern	same	same	same	same	same	same
2209	Residential	same	same	• Residential • Aamber's Beauty Shop	• Residential • Tiffany's Beauty Salon	same	• Residential • Italian American Club
2211	• Residential • Sunberg Paint Co. • Dri-Wall Metal Korner • (manufacturers)	same	same	• Residential • D & D Hobby & Gift	• Residential • Italian American Club (social org.)	same	same
2213	• Deschene Beauty Salon • Hale's Barber Shop	Hale's Barber Shop	same	same	same	same	same
2213 1/2	Kavchar's Jewelers	same	same	same	Central Poodle Salon	same	same
2215	Curtain & Linen Center	same	same	Central Lock	same	same	same
2217	Johnson Bros. Real Estate	same	same	same	Nordstrom American Co. Real Estate	same	Higgins James R. Insurance Agency Real Estate
2219	Central Ave. Station - Post Office	same	same	same	same	same	same
2223	Western Auto Stores, Inc. (auto access.)	same	same	Hammay's Boat Storage	same	same	Champion Auto Store

Land Use History: 22nd Avenue NE along Central Avenue NE (continued)

Address	1976	1977	1978	1979	1980	1981 - 82	1983	1984	1985
2201	Gustafson's Emil Jewelers	same	same	same	same	same	same	same	same
2203	Lilja Harry E Optometrist	same	Lilja Harry E & Dr. Granville Optometrist	NE Vision Ctr. Dr. Granville Optometrist	same	same	NE Vision Center	Lawrence Optometrist's Office	same
2203 1/2	Residential	same	same	same	same	same	• Residential • Lawrence, opt	No listing	No listing
2205	Marino's Rest.	same	same	same	same	same	same	same	same
2205 1/2	Residential	same	same	same	same	same	same	same	same
2207	Schooner Bar & Tavern	same	same	same	same	same	same	same	same
2209	• Residential • Italian American Club	same	same	same	same	same	same	same	same
2211	• Residential • Italian American Club (social org.)	same	same	same	same	same	same	same	same
2213	Hale's Barber Shop	same	Manney's Barber Shop	same	same	same	same	same	same
2213 1/2	Central Poodle Salon	same	same	same	same	same	same	same	same
2215	Central Lock & Safe Co.	same	same	same	same	same	same	same	same
2217	Higgins James R. Insurance Agency Real Estate	same	same	same	same	same	same	same	same
2219	Central Ave. Station - Post Office	same	same	same	same	same	Pearl of Far Rest.	No listing	same
2223	Champion Auto Store	same	same	same	same	same	Vacant	World Wide Records	same

Land Use History: 22nd Avenue NE along Central Avenue NE (continued)

Address	1985 - 86	1987 - 88	1989	1990	1991	1992	1993
2201	Gustafson's Emil Jewelers	same	same	same	same	same	same
2203	Lawrence Optometrist's Office	same	NE Vision Center	same	same	same	same
2205	Marino's Rest.	same	same	same	same	Matthes Rest. Corp.	same
2207	Schooner Bar & Tavern	same	same	same	same	No Listing	same
2209	• Residential • Italian American Club	same	same	same	same	Viking Pool & Spa	No listing
2211	• Residential • Italian American Club (social org.)	same	same	same	same	same	Kwik Cash
2213	Manney's Barber Shop	same	same	same	same	same	same
2213 1/2	Central Poodle Salon	same	same	same	same	same	No listing
2215	Central Lock & Safe Co.	same	same	same	same	same	same
2217	Higgins James R. Insurance Agency Real Estate	same	same	same	same	same	No listing
2219	No listing	Gim Loong Rest.	Chinn Fua Rest.	same	same	same	same
2223	World Wide Records	• Applebaum Family Counseling Center • Bradford Hobby Supplies • Forget-Me-Not Floral	• NE Family Counseling Center • Forget-Me-Not Floral	same, plus • Pinetree Computer • Cost Cutters	same, plus Cross Roads Deli	• NE Family Counseling Center • Pinetree Computer	• Graphic Arts Health & Welfare • Pinetree Computer • Greater Metro Hotel Assn. • Graphic Communications Intl.

Land Use History: 22nd Avenue NE along Central Avenue NE (continued)

Address	1994	1995	1996 - 97	1998 - as of 6/5/98
2201	Gustafson's Emil Jewelers	NE Vision Center	same	same
2203	NE Vision Center	No listing	same	same
2203 1/2	Residential – No listing	No listing	same	same
2205	Marino's Rest.	same	same	same
2207	No listing	same	same	same
2209	No listing	same	KC Trades Inc.	same
2211	• Kwik Cash • Residential	same	same	same
2213	Manney's Barber Shop	same	same	same
2213 1/2	No listing	same	Jackson Hewitt Tax Service	same
2215	Joette Design Tailoring	same	same	same
2217	No listing	Christian Science Church	same	Christian Science Reading Room
2219	Chinn Fua Rest.	same	same	same
2223	• Cost Cutters • Cross Roads Deli • Rushford Hall - Italian American • Graphic Arts Health & Welfare • Pinetree Computer • Minneapolis Hotel Assn. • Graphic Communications Intl.	• Cost Cutters • Rushford Hall - Italian American • Graphic Communications Health • Pinetree Computer • Minneapolis Hotel Assn.	• Cost Cutters • Rushford Hall - Italian American • Graphic Communications Health • Pinetree Computer • Minneapolis Hotel Assn. • Brothers Halal Meat Market	• Cost Cutters • Rushford Hall - Italian American • Pinetree Computer • New Use – Undetermined (former Meat Market)

Sources: Contacts Influential, Marketing Information Services, Inc., Minneapolis Metro - Firms by Zip Code (1984 - 1996/97)
Polk's Minneapolis City Directory, Hennepin County, MN (1958 - 1983)

Resources unavailable for the following years: 1962 (out)
1966 - 67 (out)
1972 - 75 (missing)

Land Use History: Lowry Avenue NE along Central Avenue NE (east)

Address	1984	1985 - 1986	1987 - 1988	1989	1990	1991	1992
2501	Champion Auto Store	Same	Same	Variety Shop	No listing	Subway	Same
2503	No listing	Same	Same	Same	Same	Same	Same
2505	Tom's Barber Shop	Same	Same	Same	Same	Same	Same
2507	No listing	Pyramid Bakery	Ali Baba Bakery	Same	No listing	Same	Holy Land Bakery and Grocery
2509	Certified TV	Same	Same	Same	Same	Same	Same
2513	Johnson Roofing Co.	Same	Same	Same	Same	Same	People's Choice Inc.
2519	The Hamburger Joint	Same	Same	Same	Same	Same	Same
2521	Prime Cut Restaurant	Same	Same	Same	Same	Same	Same

Land Use History: Lowry Avenue NE along Central Avenue NE (east) – continued

Address	1993	1994	1995	1996 - 97	1998 - as of 6/5/98
2501	Subway	Same	Same	Subway	Same
2503	No listing	Same	NE Office Plus	NE Office Plus Metz Packware	NE Office Plus
2505	Tom's Barber Shop	Same	Same	No listing	Queen of Cups
2507	Holy Land Bakery-Grocery-Deli	Same	Same	Door – used by Holly Land	Same
2509	Certified TV	Same	Same	Certified TV	Same
2513	No listing	Same	Same	Holly Land Bakery-Grocery-Deli	Same
2519	The Hamburger Joint	Same	Same	No listing	The Hamburger Joint
2521	Sully's Pub	Same	Same	The Hamburger Joint	Sully's Pub

Sources: Contacts Influential, Marketing Information Services, Inc., Minneapolis Metro - Firms by Zip Code (1984 - 1996/97)
Polk's Minneapolis City Directory, Hennepin County, MN (1958 - 1983)